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REPORT

ON

THE ADMINISTRATION

OF

THE BARODA STATE

For 1875-76.

134766

No. 5534, dated Baroda, 24th August 1876.

From—P. S. MELVILL, Esq., C.S.I., Agent to the Govr.-Genl. at Baroda,

To—T. H. THORNTON, Esq., D.C.L., Offg. Secretary to the Government of India, Foreign Department,

I HAVE the honor to forward the Administration Report, dated the 14th August 1876, submitted by Sir T. Madava Row, the Minister of the Baroda State.

2. *This Report for official year* 1875-76.—This Report is in continuation of the Report forwarded by Sir R. Meade on the 2nd October 1875, but it deals also with matters comprised in that Report, and may therefore be regarded as embracing the official year ending on the 31st March 1876.

3. *Introductory.*—It seems desirable that I should now record such observations as may carry on the connection with the last printed Administration Report of the State which was written by Colonel Phayre on the 16th June 1874. The order of subjects observed by the Minister will be followed. I shall avoid repeating the Minister's remarks as far as possible, and shall only allude to them when it is necessary to do so, and I shall notice other subjects which have not been touched on by him. The necessity of being concise is enforced on me by the length to which Sir Madava Row's very able Report has extended. In framing that Report he has had in view the instruction that may be communicated by its means to the *employés* of the State, as well as to His Highness the Maharaja when he is able to read English with facility, and he has been compelled, in accomplishing this object, to be somewhat more diffuse than he otherwise would have been.

4. *Brief narrative of events from March* 1873.—A brief narrative of the principal events occurring from March 1873 to May 1875 has been prepared at my request by my Assistant, Captain Jackson. It seems desirable to have on record such a narrative, of which the most important events are the following :—Colonel Sir L. Pelly, K.C.S.I., was appointed

by the Government of India to be Agent to the Governor-General and Special Commissioner on the 25th November 1874, and arrived at Baroda on the 30th of the same month. The Ex-Gaekwar, Mulhar Rao, was suspended from power on the 14th January 1875, on which date also all the State property in the palace was placed under seal; and on the 22nd of April 1875 he was deported to Madras, where he now resides under political supervision. His two wives were sent to join him at that place on the 29th of April 1875. Meantime Colonel Sir R. Meade, K.C.S.I., had relieved Sir L. Pelly on the 10th of April. The Maharanee Jumnabai, widow of the Gaekwar, Maharaja Khunde Rao, who preceded Mulhar Rao, arrived at Baroda on the 2nd of May 1875, and entered the palace in state on the following day, when Sir T. Madava Row also arrived. Sir Madava Row assumed the duties of the office of Minister, to which he had been appointed by the British Government on the 19th of May 1875, and was formally installed on the 16th of June. The Maharaja Syajee Rao was adopted by the Maharanee Jumnabai on the 27th of May 1875, on which date also he was installed on the cushion of State.

5. *Sir R. Meade leaves Baroda.*—Sir Richard Meade left Baroda for Hyderabad on the 16th November 1875, and was succeeded at Baroda by Mr. P. S. Melvill of the Bengal Civil Service.

6. *Changes in Assistants at the Residency.*—When Sir L. Pelly was administering the affairs of Baroda, Captain F. H. Jackson was summoned from his position of Assistant to the Resident at Dwarka to act as an additional Assistant at Baroda; and when the acting permanent Assistant at Baroda, Mr. Richey, was removed on promotion, Captain Jackson succeeded him. The substantive incumbent of the appointment is Captain Reeves, who is absent on leave, and for him Captain Jackson is now acting.

7. *Mr. Manibhai.*—Great loss was sustained by me in the promotion of the Native Assistant, Mr. Manibhai Jasbhai, to be Dewan of Cutch. Mr. Manibhai is a most able and reliable man. He has been succeeded by Mr. Laljee Parshotam Rai.

8. *Absence of Statistics.*—It will be observed that the Minister's Report is to a great extent confined to general observations, and that specific statistical information is only occasionally given. The reason of this is to be found in the absolute state of confusion of the records of the past administration. It has not been possible, even with the greatest efforts, to close the accounts of the past three years. The accounts were kept according to varying years in different departments, and were neglected. To give an instance of the utter recklessness that prevailed, there were no lists of the palace jewelry, estimated to be worth over four millions sterling, or of the palace clothes. All these things were placed under seal the day that Mulhar Rao was arrested, and a Committee of able men, headed by the well known detective Rao Bahadoor Gajanand Vithal, has been for many months engaged in making a list of them, and the list is not yet complete. It is only quite lately that the Minister has seen his way to introducing the calendar in place of the lunar month for adjusting the payment of salaries to the servants of the State. The consequence of all this dire confusion is, that no precise information can be given as

to the revenues and expenditure of the preceding years or of the year under report; nor has it been possible to give an exact estimate of the income and expenditure for the coming year.

9. *The Prince of Wales' visit.*—The most important events that occurred subsequently to the installation of the Maharaja were the journey taken by His Highness and the Maharanee Jumnabai to Bombay to meet His Royal Highness the Prince of Wales, and the visit paid by His Royal Highness to Baroda—events which are alluded to in appropriate terms in paragraphs 3 to 12 of the Minister's Report. The value of the Prince of Wales' visit in showing to the world the sense of stability of the existing *régime* has been inestimable.

10. *Sir R. Meade.*—I desire to be allowed the pleasure of expressing my entire concurrence in the tribute of gratitude offered by the Minister to Sir R. Meade, to whom Baroda is most deeply indebted for the wisdom with which he guided her through a most critical period and laid the foundation of future progress.

11. *Relations with the British Government. The new Administration.*—The administration at Baroda owes its existence to the direct action of the Government of India. It is a Native Administration, and Sir Madava Row desires to prove the degree of excellence to which such an administration can rise. He is entitled to all the help that the British representative at Baroda can give him. The Governments of India and Bombay do not fail to extend their cordial sympathy to him in his onerous task, and I know that he is most sensible of the value of this sympathy. The Government of Bombay has greatly aided the Minister by freely placing at his disposal a large number of experienced officials serving under that Government.

12. *Boundary disputes.*—Taking the order observed in the Minister's Report of the various subjects by which Baroda is brought into contact with the surrounding States, the first is that relating to boundary disputes. It is quite possible that in this, as well as in other classes of contention, an honest administration may find that several cases, when looked into, are not such as it should prosecute or defend. The Minister of course knows that the settlement of disputes between Baroda and other States must be obtained by the intervention of the British Government, but it is not the less desirable that he should discover whether there are any valid grounds for Baroda withdrawing from the contention.

13. *Reason for non-disposal of boundary disputes.*—The pressure of other work has prevented the adoption of adequate measures for the disposal of the existing boundary cases. Complete statements have been prepared in my Office showing the number of these cases for each State. But in dealing with this as with every other subject that arises, great circumspection is needed to see that the course is clear of principles which are either incorrect or act injuriously on the interests of either side.

14. *Detail of boundary cases.*—There were 80 boundary cases awaiting settlement at the close of the year; and there were 10 boundaries which had been settled, but which remained to be demarcated with permanent pillars. The only cases decided during the year were 10 cases in Kattiawar.

15. *Extradition.*—The following is a statement of the number of cases and persons extradited to and from Baroda during the year:—

Extradited to Baroda.	Cases.	Persons.
From British districts	34	82
„ Native States	7	10
Total ...	41	92

Extradited from Baroda.	Cases.	Persons.
To British districts	26	91
„ Native States	4	20
Total ...	30	111

Certificates issued for the trial in British India of British subjects committing offences in Baroda under Section 9, Act XI. of 1872, 11 cases, 12 persons.

16. *Track law.*—The question of demanding compensation from villages for stolen property has been under consideration. This question resolves itself generally into the "track" law, and is involved in some difficulty. I have not, at the time of writing, received the Report which the Minister states he has prepared.

17. *Girass Cases.*—These Girass cases have been a sore point in the annals of Baroda ever since the year 1864. Their importance, and the necessity of dealing with them with all practicable despatch, have been ever present to my mind. They have been prominently alluded to in every Administration Report that was written up to the end of Mulhar Rao's rule, and the Government of Bombay and Her Majesty's Secretary of State for India have displayed much solicitude in regard to them.

18. *Explanation of the term Girassia.*—It may here be explained that Wanta is the portion of a village, usually one-fourth, which was left to the lords of the soil by the Mahomedan conquerors free of rent, and the holder of the Wanta is called Girassia, a term which indicates a cadet or descendant of a royal house in the enjoyment of land rent-free. But there is another kind of Girassia, who are very numerous, *viz.*, men who in former times plundered the country, and received a consideration in cash or land or kind from the villages as the price of protection and immunity from plunder. Such payments are called "Tora Girass," and are in reality, black-mail, and the holders of them are also termed Girassias.

19. *Pending Girass cases.*—The following is an account of the pending Girass cases, none having been settled during the year, except in the Amreli Mehals, where 34 cases were decided:—

Rewa Kanta	2,122
Mahee Kanta	154
Kattiawar	14
Panch Mehals	37
Pahlanpoor	25
Kaira District	1
Surat District	1
Total ...	2,354

In the Rewa Kanta only are there Girassias who have the guarantee of the British Government for the protection of their Girass rights. There are 313 of the pending cases which appertain to this class. There are 84 pending cases of the Rajpeepla Girassias, whose claims have hitherto been settled by a British officer; and there are 1,725 claims registered by a group of Girassias, of which Bhaderwa is one, none of whose cases have ever yet been investigated. It is not, however, to be inferred that all these claims are contested. They have simply been registered and are to be investigated; 103 appeals are pending in the Residency Office, nearly the whole of them having been preferred by the Durbar in cases which have been decided in the Rewa Kanta by British officers. Some of these appeals were instituted so far back as 1867, and their disposal must be deferred until the principles which underlie the dispute have been settled. In regard to the Girassias living in all the other States except Rewa Kanta, the claims to Girass rights in Baroda are disposed of by the Durbar, or are held to be within its jurisdiction, the interference of the British Representative at Baroda only being invoked when the Political Agents bring to notice any case of apparent injustice.

20. *The Ganpatti.*—From the present year the British Government has no connection whatever with the Ganpatti or any other ceremonial of a religious character at Baroda, but full honors were paid to the Maharaja on the anniversary of his installation.

21. *Opium.*—There is a large question to be considered when some further experience has been gained; namely that of opium. Baroda in one of her provinces produces opium. The regulation of the use of that opium, and the arrangements for preventing the smuggling of the Malwa drug on its passage to the coast are the chief points for decision.

22. *Internal administration.*—The several departments of the administration have been placed under the charge of competent men at Baroda, and the machinery for administering the affairs in the whole country has been organized. The Minister supervises the whole.

23. From statements sent to me by the Minister it appears that the persons holding the more important posts in the administration belong to the following races :—

Europeans	...	...	...	...	2
Mahrattas	...	...	...	...	76
Guzeratis	...	...	...	...	29
Madrassi	...	...	...	...	1
Mahomedans		...	...	...	3
Parsees	...	...	...	...	8
			Total	...	119

In these numbers are included the servants of the State drawing Rupees 100 per mensem and upwards employed at Baroda itself, and also the revenue and judicial officers employed in the districts, such as Subas, Naib Subas, Wahwatdars (revenue collectors), Judges, and

employés in the Educational Department, their rates of pay ranging from rupees 50 to 900 a month. In short the above figures show essentially the component elements of the superior grades of the present administration. In the subordinate grades of the service the mass of the *employés* are inhabitants of the Baroda State. In the higher grades it has not yet become possible to employ as large a proportion of the inhabitants of Guzerat as is desirable, and it may probably be some considerable time before a fair balance of nationalities is obtained. The subject, however, has been prominently noticed in some good rules which the Minister has issued to his subordinates for the selection and treatment of officials.

24. *Public order and tranquillity.*—The condition of the country was at the close of the year tranquil. Violent crimes against person and property have been rare since the riot in the city in April 1875. In fact there is a very fair degree of security prevailing throughout the territory.

25. *Mail robberies.*—There has been one robbery of the mail, conveyed by the British postal department, in Gaekwar territory during the year under report. It occurred in the Battan, or Northern Division. The value of the packets or parcels in the mail was Rupees 902. Ten (10) packets were plundered, value Rupees 460, and the remaining 59 packets, valued at Rupees 442, were recovered. The four robbers who committed the act were arrested and have been sentenced to imprisonment for three years and a fine of Rupees 150 each. The mail was also robbed in the Bhownuggur territory in Kattiawar, and the tracks of the robbers were carried to a village which is said by the Thakoor of Bhownuggur to be in Baroda, but Baroda has denied that the village belongs to her. Inquiry is still being made on this point, the last reference having been made by the Government of Bombay on the 22nd July 1876.

26. *Removal of British troops from the City of Baroda.*—The British Native troops which had been stationed in the City of Baroda from the time of the riot in April 1875 up to 25th April last have been withdrawn, and all the guards in the city are now supplied by the Gaekwar's regular troops.

27. *Complaints of Sirdars and others.*—Sir Madava Row reports that all the complaints made by Sirdars before Sir R. Meade's Commission of 1873 have been disposed of with one or two exceptions, and that all the complaints of Bankers before the same Commission have been redressed. He also reports that most of the complaints preferred before the Commission by other classes have been settled. I have received very few expressions of dissatisfaction with the decisions that have been passed. In many instances the advice of the Agent to the Governor-General has been sought by the Minister, and the parties interested have endeavoured to induce him to counsel greater concessions in their favour; but I have generally found the Minister's proposals to be fair to the State and considerate to individuals, and I have no doubt that generally satisfaction has been given to the parties concerned. It should be mentioned that a large number of the cases

here alluded to were decided by a Commission appointed by Sir Lewis Pelly in February 1875, and presided over by Mr. Pestonjee Jehangir, which continued its sitting till the arrival of the Minister. The cases here alluded to were in connection with grants of land for military service, pensions, inam lands, confiscations of private property, excessive nuzeranas paid to the late Gaekwars, and the like.

28. *Powers and privileges of Sirdars and others.*—A considerable class of persons holding villages in inam, such as military Sirdars, Darakdars, and others, had exercised a very small criminal jurisdiction in those villages. During the time the State was under the administration of Sir L. Pelly this power was withdrawn, as a temporary measure, with a view to its being re-granted under proper regulations, which have now been framed with my approval. Limited criminal jurisdiction in the inam villages has accordingly been given to such of the holders as were entitled to the distinction. The same classes had also for a long time enjoyed exemption from the jurisdiction of the ordinary courts, and this exemption had extended to their followers and menial servants. As nearly all the chief persons concerned live in the city of Baroda, great trouble was caused by the inability to bring their followers before the ordinary Courts. The Minister has arranged in consultation with me to provide a special court for the Sirdars, Darakdars, and principal Civilians who are entitled to such a privilege, and for a certain class of their followers, and a conference of the Sirdars and others was held with a view to ascertaining their feelings on the subject.

29. *Minister much occupied in deciding cases of Sirdars and others.*—The labour that has been thrown on the Minister in disposing of the cases alluded to in paragraph 29, and other cases, has been enormous. The complainants were clamorous and influential. It was not possible for the Minister to delegate the enquiry in a large proportion of the cases to his subordinates; had he done so the persons interested would not have felt satisfied; and it has thus happened that a great deal of time has been occupied which would otherwise have been used for general administrative purposes.

30. *Administration of justice.*—A complete system for the administration of civil and criminal justice has been organized and has for several months of the past year been in operation. The Civil Judges and superior Magistrates are well paid, and they are, generally speaking, men of experience and good character. I apprehend no anxiety in regard to the successful working of this important branch of the administration. Technicalities are eschewed, and there is an honest endeavour to administer substantial justice.

31. *Separation of Judicial and Executive functions.*—There is a complete separation of the judicial and executive branches of the administration, with the exception of the Subahs, Naib Subahs, and Wahwatdars (revenue collectors), who, being executive officers, exercise also criminal jurisdiction.

32. *Codes of Law in Baroda.*—The chief instance of the existence of a written law in Baroda is to be found in the Civil and Criminal Codes, which are based on the British Civil Procedure Code and the Indian Penal Code. They were prepared in Maharaja Khunde Rao's reign, and

I am informed that they answer admirably. Any point which is not provided for in the Criminal Code is decided after reference to the Indian Penal and Criminal Procedure Codes.

33. *Capital sentences.*—Capital sentences have been passed during the past year, and it has been notified that women and Brahmins, who heretofore were believed to be absolutely exempt from execution, will not in future be saved from sentence of death simply on the ground of sex or caste. All capital sentences are referred to the Agent to the Governor-General for his concurrence. I would here remark that the cases which have come before me have been prepared by the subordinate judicial officers in a highly creditable way.

34. *Sessions cases committed to the Agent to the Governor-General.*—One case was committed during the year by the Cantonment Magistrate of Baroda to the Agent to the Governor-General sitting as a Court of Session, and it was decided in 14 days after committal.

35. *Jails.*—The state of the Jails has received considerable attention. The Central Jail is not badly managed, if the extent of the accommodation is considered. The prisoners are certainly treated with kindness and humanity. The mortality in this jail was heavy, owing principally to the epidemic of cholera which prevailed in the city of Baroda in the early part of the hot season of 1875. I am not able to give any opinion about the outlying jails. They no doubt need great amendment, but the Minister has not been unmindful of them. In making plans for the new Central Jail, every available means of information will be used. I have obtained, through the courtesy of the Inspector-General of Jails in the Punjab, plans of the principal jails in that province, and the State Engineer has visited the Poona City Jail, which is believed to be the best example of a jail built with separate cells for each prisoner.

36. *Civil justice.*—The remarks made by the Minister on the administration of civil justice are most excellent. They embody principles which have been adopted in some of our non-regulation provinces, and even go a little further than has been attempted in those provinces. No doubt a great deal which is written in these paragraphs is for the edification of the officials of Baroda, and of the Maharaja by-and-bye, but it is not the less satisfactory to know that the Minister inculcates principles which cannot fail, I believe, to commend themselves to the approval of Government, and regarding which I may say that I believe them to be the result of Sir Madava Row's own experience. Although they accord entirely with my own sentiments, I have never spoken to the Minister on the subject.

37. *Police.*—A comprehensive scheme for the police of the State is in course of being carried out. The Minister has the advantage of consulting Colonel Coles, who was for many years employed in the Police Department of the British Government, and whose services have been transferred to the Baroda State. It is to be hoped that the new police will be fully organized before the end of the current official year. The foundation of the system is the village police, which unfortunately has not yet been touched, owing to want

of leisure and information. Meantime, however, there are the means everywhere of checking lawlessness and violence, and the effects of the administration in this direction have been decidedly successful.

38. *Public Works.*—The observations made by the Minister under this head show how great a value he attaches to public improvements of all kinds. The most pressing work is the supplying the Baroda city with pure water, and draining the city. This is a work which will probably be very costly, and which demands special qualifications in the Engineer which it is not easy to obtain. The Government of Bombay having been unable to place the services of a competent Engineer at the disposal of the State, the Government of India is now endeavouring to do so.

City improvements.—No doubt the city of Baroda has been considerably improved, and efforts have been made to keep it clean. But it is still in a bad state, and nothing short of proper drainage and a good water-supply will make it healthy. During the hot season of 1875 there was a violent outbreak of cholera. In 1876 there have been only sporadic cases, and there are good grounds for believing that these cases were owing entirely to the impurity of the drinking water.

39. *Education. The Maharaja.*—The remarks of Sir Madava Row in regard to the education of the young Maharaja have my entire concurrence. Any delicacy of constitution which the Maharaja may have exhibited on his first arrival at Baroda seems to have passed off. He is making excellent progress in his studies under Mr. F. A. H. Elliot's careful instruction, and due attention is paid to physical development and sports. Mr. Elliot is as much as possible with him out of school hours, and a feeling of attachment has, I believe, sprung up in the Maharaja towards his tutor and governor. So far I can regard the Maharaja with the greatest hopefulness. The Maharanee has shown a ready appreciation of the advantages which are offered to her adopted son, and has relaxed her control over the Maharaja's actions during the day in favour of Mr. Elliot as far as could be reasonably expected for the present. There is the strongest affection between the Maharanee and the Maharaja, and it was but natural that Her Highness should desire to have him as much with her as possible during the hours of the day. The Maharanee has most properly surrendered her own pleasure for the good of the boy.

The scheme laid down for the education of the Maharaja by Sir R. Meade has been carried out with the following exceptions. There is not perhaps such a large number of boys as it is desirable to have. There are only eight school-fellows for the Maharaja. It may be possible to increase the number hereafter, and it seems to me to be clearly desirable to do so to a moderate extent, so as to thoroughly establish the school as the place of education of the upper classes at Baroda. The new school-house will not be ready for occupation till after the present rainy season.

Mr. Elliot's official Report* on the Maharaja's progress is appended hereto, marked F.

* No. 12, dated 10th April 1876.

40. *Schools in the State.*—The question of education for the city of Baroda and the country generally has been treated with a wise liberality by the Minister. The wants of the country in regard to primary schools have been to a certain extent provided for. There were already many schools supported by the State, and these have now been added to. There is a very good High School at Baroda, of which Mr. J. W. S. Pope was the excellent Principal. There are here and there a few girls' schools. I beg to record my thanks to Sir Madava Row for having very readily acceded to a suggestion I made to him to provide a school for the children of the European and Eurasian parents residing at Baroda who are not able to send their children to Bombay. There were over 20 children of such parents of a school-going age, who were growing up without the means of education, and whose only language was the Native Vernacular. The Minister has assigned, with my concurrence, a lakh of rupees for the year in extending popular education, apart from the High School.

41. *Medical Agency.*—A general scheme for affording medical aid to the whole territory has been considered, and the arrival of Dr. Cody, whose appointment has been sanctioned by the Government of India, is alone wanted to bring it into a practical shape. There is a very fair dispensary in the city of Baroda, which has been in existence for several years. It is under the charge of the Residency Surgeon, who receives a remuneration of Rupees 200 per mensem from the Baroda State for his labour and for superintending vaccine operations in the State. There is every reason to hope that in a short time there will be dispensaries at all the most important places in the territory.

In connection with this subject the Minister has alluded to the title which Baroda has acquired as being the "Dharm Raj," or the kingdom of charity. The daily distribution of food to Hindoos and Mahomedans is a very remarkable feature in the Baroda city. About 7,000 Hindoos daily receive uncooked *kijeri* (dal and rice) and about 3,000 Mahomedans get daily a cooked meal of rice and curry at the cost of the State, the yearly expenditure on both being about Rupees 2,00,000 (two lakhs). Great abuses have naturally grown up under such a system, but it is obvious that reform must be very cautious and gradual.

42. *Vaccination.*—The result of the vaccination department, which is under the supervision of the Residency Surgeon, is embodied in a Report submitted by him, from which the following information is extracted:—The total cost of the establishment employed amounted to Rupees 8,343 (Baroda currency), paid by the Baroda State; 38,639 persons were vaccinated during the year, being an increase of 8,844 on the operations of the preceding year. Of the operations 38,614 were primary, and the number of successful operations was 34,789. The population of the Baroda State is about two millions. There was a general absence of small-pox in the Baroda districts. A portion of the territory was thoroughly inspected by the Native Superintendent. The Residency Surgeon states that he has received cordial help from the Minister and all heads of departments. The Vaccination Department

will be placed under the medical head of the State when he arrives. The result of the operations during the past year is included in the Report of the Superintendent-General of the Bombay Presidency.

43. *Palace Expenditure.*—The only observation I would make under this head is, that the Minister is a strict economist, and that in process of time the vast and extravagant expenditure in the palace or "khangi" department will be brought within due bounds. On the other hand, the Minister is most considerate towards existing interests, and there need be no apprehension of his pushing retrenchment to an extreme.

44. *Revenue, land revenue, farming system, and reduction of assessment.*—The farming system has been gradually abolished, and its final extinction is only a question of time and opportunity. Every proper occasion is also taken to remove villages from the direct management of assignees and to bring them under the administration of the State. Reductions of the revenue assessment to the amount of about 12 lakhs of rupees per annum have been granted, a measure which was inaugurated by Sir L. Pelly, who also remitted all outstanding revenue balances between the Sumbut years* 1923 and 1928, and notified by proclamation that, with reference to the years 1928, 1929, and 1930, no demand should be made on account of them unless after full enquiry into the particulars of each case and the present condition of the cultivators concerned.

* The present year is 1933.

45. *General contentment of the people.*—If the almost entire absence of clamorous complaint at the Residency is any indication of contentment, it may safely be assumed that the cultivating and revenue paying classes are generally satisfied with what has been done for them. I feel assured that Sir Madava Row's opinion† as to the general contentment of the ryots is founded on good reasons, derived from actual experience and the various alleviatory measures which have been introduced.

† Paragraphs 230, 234, and 235.

46. *Rain-fall.*—The rain-fall during the last year of Baroda was 36 and a half inches; with the exception of the Gaekwar's territory in Kattiawar, where there was a partial famine caused by the absence of rain, the rest of the Baroda State enjoyed abundant harvests.

47. *Trigonometrical survey.*—The party of the great trigonometrical survey now employed in Guzerat is making a survey also of the Baroda territory. The arrangement is, that 550 square miles of Baroda, more or less, are to be surveyed each year on the scale of one inch to the mile for a yearly payment by the State of Rupees 5,500, the account at the end to be adjusted at the rate of 550 square miles for Rupees 5,500. The advantage of this arrangement to the Baroda State is obvious, and no loss accrues to the British Government. My acknowledgments are due to Lieutenant Gibbs, of the Royal Engineers, who is in charge of the party, for the excellent temper and judgment he has displayed in dealing with the Baroda country people.

48. *Sugar experiment.*—An experiment was made at the close of the year in clarifying sugar. The people of Guzerat, and, I believe, of a great part of the Bombay Presidency, are only acquainted with the

process of making *goor*, which is simply the juice of the sugar-cane boiled down to a consistent mass. They do not even know how to clear the juice from the impurities which exist in it. The *goor* is consequently a dark-coloured, impure substance. As in the N. W. Provinces and the Punjab, the processes of purifying the juice when boiling, and of clarifying the sugar, are commonly practised in all large villages, it appeared to me desirable to attempt to introduce those processes here, for the soil of Guzerat yields fine cane. The Minister at once responded to my suggestion. I obtained two men from the Punjab and two men from Benares, and a third party of Punjabi sepoys from the 22nd Bombay Native Infantry was kindly placed at my disposal by Colonel Nuttal, the officer in command. These three parties were set to work in different places near Baroda to make rab (the cane juice boiled down to a thick syrup). Without entering into any minute details, I would merely state that the party obtained from the Punjab made excellent rab, and that they produced a quantity of clarified sugar from it. All the descriptions of clarified sugar from coarse brown up to white sugar-candy were produced, and the result, as far as the capacity to produce fine clarified sugar was concerned, was thoroughly satisfactory. It was found, however, that the proportion of clarified sugar to rab was far below that which is obtained in Upper India, and that financially the experiment was not successful on this account. The Native processes for clarifying sugar are extremely simple and inexpensive, a fact which is consistent with their general use in Upper India. The experiment will be continued during the next sugar season in different parts of the Baroda territory. One advantage has already been gained, viz. that several agriculturists near Baroda have been taught how to purify the cane juice during the process of its being boiled down to *goor*.

49. *Customs. Reform in customs and transit duties.*—Nothing could possibly be worse than the system of customs and transit duties which has been in force for generations in the Baroda territory. The subject is involved in much darkness, but light will soon be let in, and healthy reforms introduced. Nothing had actually been completed during the last official year, but recently a radical, and, I believe, very enlightened, reform has been introduced into the Central, or Baroda, block of territory.

50. The importance of removing the impediments to commerce caused by these vexatious duties is felt by no one more keenly than the Minister. Pressing applications have been received from Kattiawar to abolish the transit duties in the Gaekwar's dominions in that province, the rest of the province having been freed from such duties; but it is impossible to comply with these applications offhand. The Minister shows in his Report the difficulties with which the question is surrounded.

51. *State of the Baroda City as a place of trade.*—The City of Baroda depends chiefly for its existence on the presence of the Court. It is not a place of external trade. There are many tradespeople and others whose means of livelihood have been wholly or partially destroyed by the present absence of parade and extravagance. In process of time these people will find it necessary to turn their attention to other sources of gain, and it is to be hoped that the freedom which commerce is beginning to experience will be of value to them as well as to others.

With a view to provide employment in Baroda to the labouring classes, as well as to secure to the State the advantages of a lucrative trade, the Minister has under consideration a project for establishing a State spinning and weaving factory.

52. *Forests.*—There are extensive forests in the valley of the Taptee belonging to Baroda. At the Minister's desire an application has lately gone to the Government of Bombay for the loan of an officer from the Forest Department for one year, which period will probably be extended.

53. *Miscellaneous. Monopolies extinguished in the Baroda City.*—Considerable relief has been given in an unostentatious way by the removal of several petty imposts in the town of Baroda. The remarks made by Sir Madava Row show the excellent spirit in which he deals with questions affecting the well-being of the people.

54. *The assignment for the Ex-Gaekwar's maintenance.*—This is a convenient place to mention the administration of the assignment for the Ex-Gaekwar Mulhar Rao at Madras. A sum of one and a half lakhs of British rupees is to be yearly placed to the credit of the Government of Madras by the Administration of Baroda, and is to be drawn on monthly by the officer in Political charge of the Ex-Gaekwar for the expenses of the Ex-Gaekwar's establishment, which includes his two wives. The officer in Political charge has sole custody of the money.

55. *Finances. Income, expenditure and investments.*—The Minister gives a rough estimate of the future revenue at 110 lakhs, and of the expenditure at 105 lakhs. This estimate is presumed to be in Baroda currency, which is one-eighth on an average below the value of that of British India. Fifteen lakhs in British currency have been invested in British Government Securities during the past year, thus making 55 lakhs invested, including the 40 lakhs recovered by Sir L. Pelly from the palace. Since the close of the year five more lakhs have been similarly invested, and five lakhs are now in course of investment, making a total of 65 lakhs in Government Securities. There is a large cash balance of over 50 lakhs at the Central Treasury, but there are many and heavy demands on the State to be satisfied. The State Banks have been all abolished.

56. *Concluding portion of Minister's Report.*—I have now come to the concluding portion of the Minister's Report, and I would desire to corroborate the testimony which he bears to the excellent services rendered by the gentlemen whom he names. Most of these gentlemen have been drafted from the British service, and their selection does credit to the judgment of those by whom they were appointed.

57. *The Minister.*—The administration of the Baroda State is in the hands of a Minister whose high character and eminent abilities it is needless for me to eulogize. His measures are adopted with an equal regard for the good of the State and the welfare of the people. I wish to be explicit in stating that the interests of the ryots and of the population generally are ever carefully watched and protected. His industry is untiring, and I have sometimes feared that he would break down from the excessive strain put on him. I feel sure that the Government of

India and the Government of Bombay will continue to extend to him that "generous confidence and support" which have hitherto been so freely accorded to him.

58. *The Maharanee Jumnabai.*—The administration is deeply indebted to the good sense, kindly feeling, and assistance of Her Highness the Maharanee Jumnabai. She is ever ready to take a sensible view of the matters in which her aid is sought.

59. *The Gaekwar's districts in Kattiawar.*—Having now gone through Sir Madava Row's Report, it is necessary that the state of affairs in the two districts of the Gaekwar in Kattiawar should be alluded to. The Reports of my Assistants stationed in those districts are appended.

60. The Baroda State is divided into five tracts of country, which are separated from each other by intervening British or Native territory. The two tracts in Kattiawar are Okhamandal, of which Dwarka is the chief place, and the Amreli Mahals which derive the name from the town of Amreli. Captain W. Scott is the Assistant* at Dwarka, and Captain R. G. Mayne is the Assistant at Amreli.

* Officiating for Captain Jackson.

61. *Okhamandal.*—Okhamandal is the country of the Waghers, whose violent propensities are well known. They are a turbulent and warlike but idle race, and they readily attach themselves to Europeans who are kind to them, and the feeling of regard is often mutual, for the Wagher is described as being manly and addicted to sport.

62. *Control of the Waghers.*—The Gaekwar administration has never been able to manage the Waghers, and their control is vested in the Assistant Agent to the Governor-General on behalf of the Gaekwar. The Assistant Agent to the Governor-General has at his disposal a very efficient regiment, of which he is *ex-officio* Commandant, called the Okha Battalion, in the service of the Baroda State, and a company of the Bombay Native Infantry Regiment stationed at Rajkote is on duty at Dwarka. The Assistant Agent to the Governor-General alone exercises criminal jurisdiction over the Waghers, an appeal from his sentences lying to the Agent to the Governor-General at Baroda. The civil jurisdiction in cases in which the Waghers are concerned is vested in the local Gaekwar official (Wahwatdar), and it was proposed that he should send his decisions for the sanction of the Assistant Agent to the Governor-General, but this practice did not secure the approval of the Durbar, and there the matter rested. Measures shall be adopted for disposing of this question.

The Okha Battalion.

63. *Land held by Waghers.*—The Waghers hold land on very favourable terms. They all have at least one santhi (48 beegahs) each on a quit-rent, or *salami*, of one rupee per santhi, and any further quantity of land they wish to cultivate is granted to them at Rupees 20, or thereabouts, per santhi, which is somewhat lower than the general rate, the rate for the first five years gradually increasing up to that amount. The true policy seems to have been followed, *viz.*, to induce them to take to cultivation as a means of livelihood. They have been disarmed since their last rebellion in 1859. It has been found that they will not

endure the discipline of a regiment, and their intense love of country prevents their taking service out of the peninsula, or indeed, out of their own corner of it.

64. *Supervision over Waghers.*—A strict watch is kept over the Waghers by guards from the Okha Battalion which are stationed in most of the villages, and take a roll-call morning and evening. The Foujdars, or police officers of the Gaekwar, also aid in enforcing the supervision, under the orders of the Assistant Agent to the Governor-General.

65. *Criminal cases tried by the Assistant at Dwarka.*—Thirteen criminal cases were tried by the Assistant Agent to the Governor-General during the year, and there were no cases remaining at its close.

66. *Rain-fall in Okhamandal.*—The average rain-fall in Okhamandal is about 10 inches, but during the past official year less than two inches fell. The result was a partial famine, accompanied by the drying up of tanks and wells.

67. The Baroda Administration readily assented to provide relief works for the Waghers. In Okhamandal about one thousand men of this class were employed in excavating tanks and making a metalled road. The sum allotted by the Durbar was Rupees 37,500, but up to the close of the year only Rupees 22,309 had been spent. The relief thus afforded was ample, and there has been no disturbance or notable increase of crime amongst the Waghers. The present monsoon opened favourably.

68. *No cholera in Okhamandal.*—Notwithstanding the pressure for food, there was no cholera in Okhamandal during the year.

69. *Schools.*—It is satisfactory to note that there are eight schools in this small district, the total population of which is stated by Captain Scott to be only 15,000. One of these schools is for girls, with an average daily attendance of 50.

70. *Outlaws.*—Captain Scott was successful in capturing two notorious outlaws from the Palitana State.

71. *Relations between Assistant Agent to the Governor-General and local officials.*—The relations between Captain Scott and the local Baroda officials are quite friendly.

72. *The Amreli Mahals.*—I now turn to the Amreli Mahals, of which the town of Amreli is the most important, containing a population of about 15,000 inhabitants.

73. *The Dharee Regiment.*—At Dharee, another of the towns, the head-quarters of the Gaekwar's 4th Regiment, commonly called the Dharee Battalion, are located. This regiment is under the command of an Eurasian officer in the Gaekwar's service, but is subject to the general superintendence of Lieutenant Grant, the Boundary Commissioner in the Amreli Mahals.

74. *Rain-fall.*—The rain-fall in the Amreli Mahals was also deficient. About 11 inches are believed to have fallen at Amreli, ascertained partly by measurement and partly by guess. The average rain-fall in Kattiawar is 24 inches.

75. *Relations.*—The relations between these Mahals and the neighbouring States are reported to be good.

76. *Girass cases.*—The Girass cases which used to be decided by the Assistant Agent to the Governor-General have been transferred to the Gaekwar's Court, which is presided over by a very competent man trained in the British service. Although at first the Girassias showed reluctance to appear before this Court, I am inclined to believe that now they are becoming more confident in it.

77. *Waghers employed on relief works in Amreli.*—There was an immigration of 300 Waghers with their families from Okhamandal to the forest land lying within the Amreli Mahals, but the means of subsistence afforded by cutting wood in the forest was so insufficient, that relief works had to be opened for these people, who were employed on road making with satisfactory results.

78. *Cholera in Amreli.*—Cholera broke out in the different parts of the Amreli Mahals during the year. The Minister gave all practicable assistance with a view to the cleansing of the town of Amreli.

79. *Dispensary.*—There is a dispensary at Amreli, where 5,763 patients were treated during the year.

80. *Vaccination.*—Vaccination is carried on both in the Amreli Mahals and in Dwarka. The results are included in the Returns furnished by the Residency Surgeon at Baroda.

81. *Education.*—Education is not neglected in Amreli, though certainly there is need for greater efforts being made. Here also there is a girls' school.

82. *Relations.*—The Assistant Agent to the Governor-General is on excellent terms with the Gaekwar local authorities, and the Minister is always ready to act on the representations made by him.

MEMORANDUM BY SIR T. MADAVA ROW.

Introductory.—A little more than a year has elapsed since the accession to the guddee of His Highness the young Maharaja Syajee Row Gaekwar. It is, therefore, desirable to attempt a record of progress during this brief period.

2. It would be too early to try to frame a regular Administration Report on the British Indian model. The materials at hand are imperfect. What materials we have relate to varying periods, and are in several instances, of a fragmentary and heterogeneous character. The various heads of departments and subordinate officers have been too busy with current work to be able to spare sufficient time to collect and present in the requisite form the details of the past administration. All, therefore, that can at present be essayed is a general summary, occasionally illustrated with such statistics as may be available.

3. *Prince of Wales' visit.*—The most prominent events of the year are the visit of the young Maharaja to Bombay to pay His Highness' personal respects to His Royal Highness the Prince of Wales, and the visit which His Royal Highness himself paid to Baroda—events the grateful reminiscences of which can never be effaced.

4. The Maharaja, accompanied by Her Highness Jumnabai Saheb, left Baroda by special train on the 24th of October 1875 and arrived at Bombay on the 25th idem. There was designedly a very large though select following on the occasion. I specially invited our leading Sirdars, Mankéries, Darakdars, &c., as many of them had not seen Bombay before. Not only was their curiosity thus gratified, but a valuable opportunity of deriving instruction was given them.

5. During their sojourn at Bombay, the party experienced every courtesy and consideration from His Excellency the Governor. The Maharaja and suite visited the important institutions of the western metropolis of British India and imbibed the most useful influences.

6. Visits were exchanged with His Excellency the Governor and Members of Council. Similarly, visits were exchanged with His Excellency the Viceroy, who met for the first time the successor of the ruler deposed by the edict of the Imperial Government.

7. Very shortly after, His Royal Highness the Prince of Wales arrived, to whom the Maharaja was prominently introduced by the Viceroy at the Dock-yard. Visits were subsequently interchanged, and the whole party were greatly struck by the graciousness and cordiality which characterized the heir of the British Empire.

8. The intention of His Royal Highness to honour the capital of the Gaekwar with a visit was unexpectedly announced a couple of days before the event itself. This had been most earnestly desired by the Durbar; but no preparations of any sort and to any extent had been made, because we had been informed by the Bombay authorities that His Royal Highness' programme, as already arranged in England, would not admit of a diversion to the northern parts of the Bombay Presidency. Unforeseen circumstances, however, brought about a modification of that programme, and the happy result was the realization of the most cherished wishes of the Maharaja and the Maharanee.

9. Their Highnesses welcomed the proposed honour with the highest gratification. They immediately left Bombay and returned to Baroda on the morning of the 18th of November last.

10. The best efforts were put forth in making preparations for so grand an occasion in the very little time that was available. That they were not altogether unsuccessful may be inferred from the satisfaction which His Royal Highness repeatedly expressed.

11. His Royal Highness and party reached Baroda on the morning of the 19th of November last, and were received with all the marks of honour which could be improvised on the occasion. Entertainments followed rapidly in succession, during which His Royal Highness the Prince and His Highness the Maharaja had opportunities of improving their acquaintance and of adding fresh links to that connexion which has so long existed between the British Government and this Native State.

12. His Royal Highness took leave of the Maharaja and the Maharanee and left Baroda on the evening of the 23rd of November, leaving behind impressions and effects, not only socially most agreeable, but of undoubted political value. It is a matter of universal congratulation that the very first year of the young Maharaja's career has been thus memorably signalized, a circumstance from which the most favourable auguries are drawn on all sides. There is no doubt that the visit of His Royal Highness to this capital has indirectly contributed to the settlement of the country and strengthened the hands of its government.

13. *Relations with the British Government.*—It need not, therefore, be specially stated that the relations of his Highness' government with the Residency continue to be most satisfactory.

14. The relations of the Baroda State with the British Government continue the same as ever, by which I mean they are governed by the same principles. The Government of India in their proclamation, dated Simla, 19th April 1875, gave the gratifying assurance that "in conferring the sovereignty of the Baroda State no alteration will be made in the Treaty engagements which exist between the British Government and the Gaekwars of Baroda." This principle is of course fully acted up to.

15. The fact really is that His Highness' government now-a-days administer public affairs with a greater sense of freedom and with a greater degree of confidence than ever before, a circumstance which must be gratefully attributed to a fair and liberal recognition, on the part of the British Representative, of the character and aims of the present administration. His Highness' government spare no pains in endeavouring to discharge their duties properly. The Agent to the Governor-General appreciates this, and feels neither necessity nor inclination to exercise minute or distracting interference.

16. At the same time, as His Highness' government act under public motives and in conformity with the canons of good administration, they have nothing to conceal or disguise from the British Government or the British Representative. We keep the latter unreservedly informed of all matters of moment as far as possible. If he desires any information on any subject, he freely calls for it, and we readily afford the same.

17. In questions of special difficulty or importance in which we feel that it would be desirable to seek the advice or approval of the Agent to the Governor-General, we make references to that authority, who responds in the most cordial manner.

18. It is understood, of course, by all concerned that any acts done by His Highness' government after such consultation with the Agent to the Governor-General are still as much the acts of His Highness' government as if done without such consultation. The position, power, and responsibilities of the Sircar are in no way altered. The Agent to the Governor-General, in giving his opinion or approval in any instance, creates no guarantee or other obligations of any kind on the part of the British Government.

19. *Internal Administration.*—I proceed to the consideration of matters of internal administration.

20. The Huzoor Cutchery comprises the newly formed Central Government. It is presided over by the Dewan, and consists of the following principal departments :—

No.	Names of Departments.	In whose charge.	Total monthly cost in Baroda Rs.
1	Revenue Department	Khan Bahadoor Kazee Shahabudin.	5,062
2	Political Department	Mr. Pestonjee Jahangir.	6,393
3	Military Department		
4	Settlement Department		
5	Judicial Department	Mr. Venayekrao Janardan Kirtane.	3,264
6	Khangi Department		
7	General Department		
8	Educational Department		
9	Police	Mr. Cooverjee Cowasjee.	1,736
10	Jail		
11	Municipality		
12	Medical Department		
13	Public Works Department		
14	Audit Department	Rao Bahadoor Appajee Ramchunder.	2,405
15	Treasury Department		
16	Account Department		
17	Mint		

21. The work of the Huzoor Cutchery is extremely heavy, and must continue to be so for a considerable time to come. In addition to current work, there are the arrears of past years, and there is the work of introducing needful reforms. The consequence is that every member of the ministry has been obliged to work very hard and almost without the necessary rest. It should be remembered that public business was utterly neglected for many years past; that the demands of current business must be numerous considering that in population and revenue the Baroda State is not inferior to the modern kingdom of Greece; and that

every branch of administration calls for reforms in view to bring it into something like harmony with the spirit of the age and with the circumstances of the British provinces in juxtaposition.

22. The Dewan is the responsible head of the administration. The ministers at the heads of departments are responsible to the Dewan, and perform all ordinary work in the exercise of their own discretion, the limits of which are more or less defined or understood. Matters of doubt, difficulty, delicacy or importance are submitted to the Dewan for his orders. The Dewan, not unfrequently, calls the heads of departments together in view to discuss matters of importance. In matters likely to be interesting to the Sirdars, Darakdars, Soukars and Mahajuns their opinions are ascertained, and as far as possible, their feelings consulted.

23. For the first time in the annals of the State, the fundamental principle has obtained recognition, namely, that the object of Government is to promote the happiness of all classes alike. This principle has supplanted the one heretofore acted upon, namely, that the object is the greatest happiness of the Sovereign and of his friends and dependents. The practical effects of this great change in theory can hardly be adequately realized by those who have long been familiarized with the working of enlightened modern governments, and who have, therefore, lost sight of the evils of an opposite system. It is not intended, of course, to revolutionize everything in reference to the substitution of the one central principle for the other. Political transitions must proceed by degrees. The daily acts of the administration will gradually converge towards the one centre instead of the other.

24. For the first time also in the history of the country, the Central Government commands the greatest confidence of the public in regard to the essential virtue of probity. The heads of departments are men of known high character; and they take care that their subordinates are of the required stamp.

25. It may not be out of place here to give a brief indication of the programme which the new administration has had in view. It may be noted as follows :—

(A) To maintain public order and tranquillity with firmness and moderation.

(B) To redress the accumulated complaints arising out of past maladministration, whether of the Sirdars, bankers, ryots, or others.

(C) To establish a proper and sufficient machinery for the dispensation of justice in both its branches.

(D) To provide a police commensurate with the extent of the country and with the density and character of the population.

(E) To provide for the execution of necessary or useful public works.

(F) To promote popular education.

(G) To provide suitable medical agencies for the benefit of the people.

(H) To reduce the burden of taxation where it is excessive, to re-adjust taxes where they require to be re-adjusted, and to abolish such taxes as are totally objectional.

(I) To enforce economy in expenditure, to restrain waste, to reduce extravagance, and to prevent losses arising from corruption and malversation. And, pre-eminently, to keep the expenditure fairly below the receipts, so that a surplus may become available as a provision for adverse seasons, and available also for further administrative improvements.

(J) To generally strengthen the executive establishments, so that Government may pervade and be co-extensive with the country and population, and may make itself felt throughout these dominions.

26. This is not all, but this embraces much. What progress has been made in the one year under review in fulfilment of the foregoing programme will be seen as we proceed.

27. *Public order and tranquillity.*—Unbroken tranquillity prevails throughout the territories. As every month passes, the new order of things is making itself felt as increasingly beneficial, and is rapidly consolidating itself.

28. Though due vigilance is still exercised, almost all extraordinary or exceptional measures for the preservation of the public peace have been therefore withdrawn.

29. Several of those who had been convicted of complicity in the riot of April 1875 have received pardon or remission of sentence, and have been liberated.

30. Various and complicated pecuniary matters pending against some of the leading members of Mulhar Rao's administration were got rid of by effecting summary compromises with them. They have thus saved themselves much unpleasant detention and exposure, while the Durbar has been spared not a little time and trouble. They have left Baroda and may be expected to possess intelligence enough to leave Baroda, affairs alone. They have ample means to make themselves happy in private life.

31. The three persons who prominently laid claim to the Baroda guddee soon after the deposition of the Ex-Gaekwar, but whose claims could not be admitted, have been made far more comfortable than ever before. They have been relieved of heavy accumulated debts. Liberal provision has been made for their maintenance. They are treated with every consideration. The two junior claimants, being in their character and conduct all that could be desired, are allowed to reside here. The senior claimant, however, has been sent to Benares, a necessity which he himself imposed on the authorities by persistently and perversely neglecting their friendly admonitions. As he wished his family and establishment to join him there, these have been sent thither at public cost.

32. The legitimate requirements of the Ex-Maharaja and his family and establishment at Madras are met by regular remittances from the Baroda Treasury.

33. A large number of the Ex-Maharaja's dependents known as his "Mundlee" had, in his time, the most lavish grants conferred on them. Such a prodigal and profligate diversion of public resources could not, of course, be tolerated. It has been discontinued. But, as a rule, the members of the said "Mundlee" have been paid considerable amounts by way of arrears, though the Durbar had every right to withhold such payment. These lump sums have been the means of affording them substantial aid and consolation. And, in addition to this, they have been granted moderate subsistence allowance, conditional on their good behaviour.

34. *Complaints of Sirdars, &c.*—The Sirdars and other military classes form a large and comparatively influential body in Baroda. They absorb a very large proportion of the honours and emoluments granted by the State. Their complaints required early attention, and have received the same.

35. There are some members of this body, whose rank, dignity, and position have been coeval with the elevation of the Gaekwar dynasty, and who, as such, are entitled to special consideration. There are others who are of more or less recent growth, embracing many who have no services or pedigree to boast of, and who became what they are from mere favor or caprice. These circumstances show that great discrimination has had to be exercised in the treatment of this class of persons.

36. Their complaints have been patiently examined and disposed of. I am glad to be enabled to state that all those preferred before Sir Richard Meade's Commission of 1873 have been decided with but one or two exceptions. Besides these, the complaints subsequently preferred to the administration itself have also been adjusted.

37. Those who identify themselves with the Sirdars without reserve and without qualification might think that, in the disposal of their complaints, we have not conceded enough. On the other hand, those who are disciples of the utilitarian theory, and who would not spend public funds on objects which do not clearly subserve public good, might think that we have conceded too much. We have pursued a middle and moderate course. The Sirdars cannot, of course, feel that they have gained everything which they had desired. But they have reason to feel, and many of them do feel, that the redress afforded them is better and more discriminating than could have been hoped for from any Gaekwar succeeding to the guddee in the ordinary course of things.

38. As a general rule, we have declined to reopen matters pertaining to what may be called the pre-Mulhar Rao period. This is a limit imposed by obvious considerations.

39. Among matters pertaining to that period is the one of certain villages known by the appellation of "Doomala." The late Maharaja Khunde Rao resumed those villages and brought them under the Sirkar's direct administration as a measure of public policy. The measure was successfully carried into execution by that Maharaja some years ago. It was right and proper in itself. It passed unchallenged at the time. It was submitted to by the interests thereby affected. It has

precedents more or less in all States. Some few parties have prayed for the reversal of that measure. I have felt that compliance would be a palpably retrogressive step.

40. We will now proceed to a brief notice of the complaints of the native bankers. These or their forefathers used to be entrusted with public funds and with their management for the Sirkar; whatever the advantages of such a practice in the remote past, it could have none at the present time. On the contrary, the practice is chargeable with many abuses, and much loss and more confusion. The Ex-Maharaja dispensed with the services of several of these bankers, and discontinued the allowances which used to be paid in reference to those services. The displaced bankers prayed for the restoration of their allowances. Some of them also prayed for the restoration of private property which the Ex-Gaekwar had confiscated.

41. Private property unjustly confiscated has been ordered to be restored to the extent it could be traced out in the palace or the General Treasury. But the adjustment of the question of the allowances was a far more difficult one. Theoretically, the allowances were resumable when the services which they remunerated were dispensed with. But practical considerations modify the suggestions of abstract theory. The allowances in various forms and in different degrees had been enjoyed, in some instances, for more than one generation. Their sudden withdrawal could not but be felt as a hardship. Our settlements in this direction had been guided by a mixture of many considerations. We have regarded the present position and circumstances of the complainant. We have regarded the length of previous enjoyment. We have regarded the terms of the grants at their origin. We have regarded the successive mutations which the grants have undergone in process of time. We have regarded the connexion of the present claimant with the original grantee, whether in the character of a direct lineal descendant or of an adopted son, and so on. The result is that we have, in many cases, arranged to give allowances in a more or less modified form, some until further orders, others during the life of the present incumbent, and a few in hereditary succession. All the complaints of this class preferred before Sir Richard Meade's Commission of 1873 have been thus settled, as well as other complaints of the kind preferred to the administration itself.

42. We now come to complaints by a number of jewellers. Some represented that they had not been paid for jewels purchased by the Ex-Gaekwar. Others represented that jewels, given on inspection, had not been purchased or returned, but were needlessly detained.

43. Simple as the disposal of these cases would seem to the uninitiated, the truth is that they called for the most patient, laborious, and careful enquiries. It was undoubtedly necessary to grant just redress; but it was equally necessary to protect the Treasury against groundless or exaggerated claims which were certainly not wanting. The records of the palace had to be examined, and the records themselves had to be verified. The books of the claimant had to be scrutinized. Oral evidence had to be diligently sifted. The jewels themselves had to be sought out, identified, and valued. When the facts in relation to the jewels were thus ascertained, the labour by no means ended. The state of pecuniary dealings with the claimant had to be looked into and

determined, for some of the claimants had running accounts with the Sirkar extending some years back. Some had got loans of money from the Sirkar, others had received advances, and so on.

44. With the exception of nine cases on the file, and which are still in progress, all the complaints of the jewellers have been settled.

45. We have had a lot of miscellaneous complaints to dispose of, some claim payment for work performed, others for goods delivered, others again for provisions supplied, and so forth.

46. We have some great bankers praying for the adjustment of their accounts with the Sirkar extending over many years, involving many lakhs of rupees, and embracing some very intricate transactions. They dispute certain adjustments effected under the orders of the Ex-Gaekwar, and thus re-open matters more or less obscure or uncertain.

47. Applications have poured in for the payment of arrears, from one to four or five years, of all sorts of allowances, pensionary, recompensatory, compassionate, charitable, religious, &c.,&c. We have had to make our way through scattered or slippery data. In many instances, as the circumstances would not brook delay, we have been obliged to lay down rough bases and order payments with reference thereto, pending a closer scrutiny at leisure.

48. We have had to settle or re-adjust the allowances of some of the near relatives of the Ex-Gaekwar.

49. We have had to investigate and decide some private claims advanced by the Ex-Gaekwar himself.

50. We have had to enquire into and settle claims preferred to very large lots of palace jewelry. Some parties who had been allowed simply the use of the palace stock have been taught to claim the jewels as gifts made by the Ex-Maharaja. The difficulties in these cases have been enhanced by the fact that the parties are often ladies of more or less high rank or sensibility, and having the advantage of friends possessing no mean capacity for clamour.

51. We have had to consider and decide the claims of the members of the late Maharaja Khunde Rao's family who had fallen under the displeasure of Mulhar Rao, and who had consequently suffered loss of allowances.

52. We have had to make suitable provision for the members of the family, which has given the young Gaekwar in adoption to Her Highness the Maharanee Jumnabai.

53. We have re-employed some of the dependents and servants of the late Maharaja Khunde Rao, but there are others who press for some provision, if not the restoration, of what Mulhar Rao took away.

54. We have to settle special isolated but important claims. For instance, Damodhur Punt claims upwards of Rupees 60,000 as compensation for loss of his property at the hands of the rioters in the latter part of April in the last year. Again, one Bhanabhai Lalbhai claimed about Rupees 3,00,000 for an alleged supply of boundary stones in the year 1865.

55. Besides the vast number of claims on the Sirkar as indicated above, there are cases of the nature of private suits. The complaints often are that the Ex-Gaekwar misdecided the suit, or that he unjustly abrogated a just previous decision of his predecessor, and so forth.

56. There are disputes between the Sirdars and their bankers. Every Sirdar has his soukar from whom he continuously draws funds more in accordance with his wishes than with his capacity to repay. These accounts have been running on for years On every loan made, small or large, the banker, of course, charges interest. At stated periods, the interest, not being discharged, gets added to the principal, the consequence being that the debt increases at compound interest. The banker has obtained a promise from the Durbar to pay to himself the allowances due to the Sirdar in payment of the Sirdar's debts. As the Sirdar knows that he is not ordinarily liable to imprisonment or distress of property for non-payment of his debts, he has gone on borrowing faster than repaying. Matters reach a crisis. The banker stops lending. The Sirdar cannot draw his allowances from the Durbar, inasmuch as he had assigned them over to the banker. The Sirdar complains to the Durbar that he and his retainers are threatened with starvation. The banker complains that he is threatened with extinction from the insolvency of the Sirdar. Both parties, thus situated, look to the Sirkar, as a matter of course, to interpose and effect a compromise. Such references to the Durbar constantly arise owing to the vicious system and practices which have taken deep root.

57. Apart from the foregoing Thakoors, other landholders and ryots in general have had their complaints of exactions of various kinds, and of excessive assessments.

58. Amid so many and such almost overwhelming demands on the time and attention of the Durbar, I am glad to state that we have made steady progress. A very large proportion of complaints, including most of those specifically preferred to Sir Richard Meade's Commission of 1873, have been disposed of, not hurriedly and in a perfunctory manner, but patiently, carefully, and in a manner which could stand close scrutiny.

59. Individual complainants, who had little idea of, or who make little allowance for, the pressure of the work as a whole, and who care about no cases but their own, may have occasionally complained of some delay on the part of the Sirkar in the disposal of their cases. But when the vast mass of work is remembered, and when it is remembered that we have been at the work only one short year, the progress actually made will, it is hoped, appear not otherwise than creditable.

60. At any rate, we are conscious of having done our best. The result is evidenced in the marked diminution of complaints and complainants, and in the contentment that is gradually making its way over the country.

61. *Administration of justice.*—The head we now go on to notice is one that bears largely and extensively on the public welfare and is consequently one of the great criteria of good administration. I mean the administration of justice. This important and fundamental function

of government was generally neglected in Native States, or consigned to a very subordinate place in the list of public duties. The predominant object too often was to levy the largest revenue, and to this object everything was made subservient. The administration of justice was not totally set aside, only because it was not without some fiscal value. It was a source of fees, fines, and penalties, and occasional handsome nuzeranas. It was a source of power useful as an auxiliary in the working of the general money-extracting machinery of the State.

62. We have allotted to the administration of justice the position and importance to which it is entitled according to modern and more enlightened ideas. No trouble or expense will be spared to complete the arrangements necessary to insure justice between man and man.

63. An organized judiciary has been established. Its strength, distribution, powers, cost, &c., are summarized in the following statement:—

Serial number.	Official designation.	Location.	Territorial jurisdiction.	Civil power.	Criminal power.	Appellate, &c., power.	Monthly cost of establishment, including Judge's salary in Baroda Rupees.	Remarks.
							Rs.	
1	Verisht or High Court Judge ...	Baroda ...	Whole territory ...	Extraordinary power to try any original suit when necessary.	14 years' imprisonment; fine to any amount, and 30 stripes. Higher sentences subject to confirmation by the Huzoor.	Final appeal in civil and criminal cases, and the general power of revision.	2,321	
	The District Judges.							
2	The District Judge, Baroda Division	Ditto ...	Baroda Division...	Suits for upwards of Rupees 1,000.	7 years' imprisonment; fine to any amount, and 30 stripes.	Civil and criminal appeals.	1,327	The Subahs also exercise the powers of a Sessions Judge.
3	Ditto Nowsari ,, ...	Nowsari...	Nowsari Division.	Ditto ...	... ...	Ditto	1,155	
4	Ditto Amreli ,, ...	Amreli ...	Amreli ,,	Ditto ...	... ...	Ditto	1,327	
5	Ditto Kadi ,, ...	Kadi ...	Kadi ,,	Ditto ...	... ...	Ditto	1,327	
6	The City Judge, Baroda ...	Baroda ...	City Baroda ...	Ditto ...	... ...	Ditto	1,233	
	Moonsiffs.							
	1st Class.							
7	The City Moonsiff, Baroda ...	Ditto ...	Ditto ...	Suits up to Rupees 1,000	... ...	Ditto	630	
8	The Moonsiff, Mahal Baroda ...	Ditto ...	Mahal Baroda ...	Ditto	... ...	Ditto	673	
9	Ditto Petlad	Petlad ...	Petlad	Ditto	... ...	Ditto	630	
10	Ditto Nowsari	Nowsari...	Nowsari ...	Ditto	... ...	Ditto	630	
	2nd Class.							
11	Ditto Dubhoi	Dubhoi ...	Dubhoi ...	Ditto	... ...	Ditto	570	
12	Ditto Vyara	Vyara ...	Vyara	Ditto	... ...	Ditto	570	
13	Ditto Kadi	Kadi ...	Kadi	Ditto	... ...	Ditto	570	
14	Ditto Putton	Putton ...	Putton	Ditto	... ...	Ditto	570	
15	Ditto Bisnugar	Bisnugar..	Bisnugar ...	Ditto	... ...	Ditto	570	
	3rd Class.							
16	Ditto Jarod	Jarod ...	Jarod	Ditto	... ...	Ditto	480	
17	Ditto Sinnore	Sinnore ...	Sinnore ...	Ditto	... ...	Ditto	480	
18	Ditto Kathore	Kathore ..	Kathore ...	Ditto	... ...	Ditto	480	
19	Ditto Kodinar	Kodinar..	Kodinar ...	Ditto	... ...	Ditto	480	
20	Ditto Okhamandal ...	Dwarka...	Okhamandal ...	Ditto	... ...	Ditto	480	
21	Ditto Dehegav	Dehegav..	Dehegav ...	Ditto	... ...	Ditto	480	
	City Magistrates.							
22	First Class	Baroda ...	City Baroda ...	Ditto	2 years' imprisonment; fine up to Rupees 1,000, and 30 stripes.	Ditto	730	The award of stripes is subject to confirmation by the City Judge.
23	Second Class	Ditto ...	Ditto ...	Ditto	6 months' imprisonment; fine up to Rupees 200, and 30 stripes.	Ditto	297	

N.B.—All Vahewatdars (Tehsildars) are *ex-officio* Magistrates.

64. To the machinery as shown above, it is intended to add at once a special tribunal to deal with civil and criminal cases in which relatives of the Maharaja's family, Sirdars, Mankerries, and other such are involved as dependants. A special tribunal of the sort is rendered desirable as a concession to the earnest wishes and traditional feelings of these classes of subjects.

65. It is also intended to invest inamdars and other important holders of land with power to deal with and dispose of criminal cases of a petty nature within their respective limits. This is very much desired by the inamdars themselves. Indeed, several of them used to exercise such power in an undefined manner, and they keenly feel the recent withdrawal of the same. The requisite rules have been considered, framed, and finally passed. Action will be taken forthwith.

66. At the same time, the anomaly will be done away with of the servants and retainers of every Sirdar, and sometimes of *their* servants and retainers again, being exempt from the jurisdiction of the ordinary Courts.

67. The Tabular Statement given above shows only one Judge as presiding in the Verisht or High Court. But this superior and superintending tribunal ought certainly to be stronger. It is intended to add one other Judge at least.

68. The judicial requirements of the city of Baroda, the Gaekwar's capital, have been met with special liberality, because it is a large, wealthy, and growing centre of population. It is the largest city on this side of India excepting Bombay.

69. It will be perceived that the Subah of each division is invested with criminal powers co-ordinate with those of the Zillah Judge. This is to enable the Subah to command sufficient respect as the chief representative of the government in the division. He will exercise these powers only occasionally, the work generally being carried on by the Zillah Judge.

70. It will be also perceived that the Vahiwatdars (Tehsildars) have no civil jurisdiction to exercise. The relief thus afforded is expected to enable them to perform their principal duties in a more satisfactory manner than before.

71. The most qualified persons available have been appointed to fill the judicial offices.

72. Certain forms of statistical and other Returns have been prescribed to the various judicatories, but it will be some time before the Returns come in with the desired regularity.

73. We have resisted the temptation to enter upon an ambitious course of legislation. It would be premature to make and promulgate regular and rigid laws. A simple population must be unable to understand, and therefore unable to act up to, minute, elaborate, and intricate provisions. What they desire is substantial justice. What they dislike is a system of technicalities, the object of which is not apparent to their rough intelligence, and the action of which they conceive to be only the defeat or the denial of justice.

74. What few written laws we have are, therefore, preserved and not multiplied. At our present stage of development, the great object should be to regulate action in reference to *sound principles*, the mere procedure being left somewhat free and flexible to suit present popular ideas.

75. This is the main basis on which the administration is acting generally. Our officers have been so well selected that they are, as a rule, familiar with leading principles. In cases of doubt or difficulty, declaratory or explanatory circulars are issued.

76. In the dispensation of penal justice we generally follow the guidance of the British Indian Penal Code under the conviction that we cannot follow a more logical or a more enlightened guide. This not only protects our population against arbitrary or excessive punishments, but also facilitates the extradition of our criminals from neighbouring territories, inasmuch as the authorities who are called upon to surrender those criminals have no reason to fear lest the extradited subjects should be subjected to undue punishments.

77. In just one or two points we find we cannot implicitly follow that great and admirable Code. But these exceptions are few, and are on the side of popular opinion.

78. We have revived the punishment of death for clear cases of deliberate murder. From mistaken ideas of humanity, or from fear of responsibility, capital punishment had been practically abolished for some years. Statistics are not available to prove my belief, but I have reason to believe that murders have, in consequence, decidedly increased. Now that the flagrant error has been corrected, the mischief will be rapidly counteracted. Some executions which have already taken place in different parts of these territories are, I believe, producing very salutary effects.

79. A few approximate statistics will now be given to indicate the results of the administration of justice in the year. It should be remembered, however, that the Returns received are incomplete, that different tribunals began to work at different times, and that some judicatories had, at the close of the year, just entered upon work. Owing to these and similar other causes, the figures to follow will represent only a certain minimum, sure to be much exceeded hereafter:—

80.

Number of criminal trials held (in round numbers)	6,400	
Number of accused persons	10,000	
Ratio of convictions	55	per cent.
Do. of acquittals	45	„
Sentenced to death	3	
Ditto to life imprisonment ...	10	
Ditto to rigorous imprisonment of varying duration	2,800	
Ditto to simple imprisonment ...	140	
Ditto to whipping	36	
Ditto to fine...	2,300	

With all their drawbacks these figures show that a steady, organized attack on the crime of the country has fairly begun. The criminal classes already feel an impression, the like of which they had probably never felt before.

81. At the end of March last, about 4,700 criminal cases remained on the files of the judicatories throughout these territories. This is a large balance, which cannot well be disposed of in addition to current work, though the working capacity of the new organization is rapidly developing. Special officers have, therefore, been appointed to clear off the arrears.

82. Of the cases disposed of, the following analysis may be offered:—

Offences against person	...	...	...	1,450
Ditto ditto property	...	...	...	2,050
Ditto relating to marriage	...	...	...	190
Ditto against public justice	...	...	...	16
Defamation ...	...	...	...	7
Criminal intimidation...	...	...	...	37
Miscellaneous ...	...	...	...	2,600

83. *Jails.*—A brief notice may be here accorded to jails. They may be classified as follows:—

1 Central Jail at Baroda.
5 Zillah Jails.
30 Mahal Jails.

84. Life prisoners, and prisoners sentenced to long terms, are, as a rule, confined in the Central Jail.

On 1st April 1875 there were 226 prisoners in this Jail.

On 1st April 1876 there were 450 prisoners who stood distributed as shown below:—

Period for which sentenced.	Men.	Women.	Total.	Remarks.
For life	45	15	60	
„ 14 years	11	1	12	
„ 10 „	8	...	8	
„ 7 to 9 years	25	1	26	
„ 5 years	11	...	11	
„ 4 „	14	...	14	
„ 3 „	39	...	39	
„ 2 „	64	2	66	
Below 2 years	206	8	214	
Total ...	423	27	450	

There were 34 deaths in the year in the Central Jail, which is a high rate. The year was specially unhealthy. Measures taken to reduce mortality require some time to take effect, especially when such measures had been utterly unthought of before. I am giving very particular

attention to this point. Every day a register is presented for my inspection, stating the number of prisoners the previous day, and the number of deaths if any. I am thus in a position to watch results every day. It gives me pleasure to be enabled to state that a very marked improvement has already taken place in the death-rate, as the result of more careful provision for diet, clothing, medical attendance, &c.

85. The condition of the prisoners in the out-station Jails is also, I believe, undergoing amelioration at the hands of the several Subahs whose best attention has been directed to the subject. Regular periodical Returns have begun to come in, which will enable us to watch and promote progress.

86. Nothing like a system of employing convict labor existed. Something has been done in this direction.

87. The crime of the country being now assailed in a methodical and organized manner, we find that the number of convicts is considerably increasing, and that, in consequence, our jail accommodation is insufficient. Great pressure has been felt at the Central Jail itself, and has been the occasion of much anxiety. Various expedients have been resorted to in view to abate this pressure.

88. It has become more evident than at the beginning of the new order of things, that we cannot get on without an altogether new and adequate prison constructed on modern principles. It should provide accommodation for, say, 800 prisoners immediately, and for more in process of time. New jail buildings are also required at each station of the Subah.

89. The State Engineer has been, for some time, engaged in making the necessary plans and estimates. Information has had to be collected to enable us to avail ourselves of the results of experience and investigation. I hope the actual work of construction will begin at the close of the rains, meanwhile extensions and improvements are being made to the existing buildings.

90. *Civil justice.*—The administration of civil justice during the year was also influenced by the incidents of a state of transition. The few approximate figures, therefore, which will be presently adduced will not represent the past or the future normal state of things.

91. The total number of suits for disposal in the year was nearly 13,000.

Suits disposed of in the year 7,100. Total value of the 13,000 suits in Rupees 56 lakhs. Amount of Court fees in Rupees 1,85,000.

92. The newly-established Civil Courts have been instructed to promote as much as possible the amicable adjustment of civil claims, and this, I believe, they are glad to do, and the parties themselves like this course.

93. In suits dependent for solution upon caste, customs, and feelings, and generally on local or tribal usages, the Courts have been instructed to refer the suits, as much as possible, to properly chosen punchayets or to take their opinion. The possible unrestrained application

of abstract principles to a state of society in which they are unappreciated and often vehemently opposed is thus checked.

94. The Verisht Court is alive to the desirableness of carefully watching the execution of decrees. Great discrimination has to be exercised in this direction, if the administration of justice is to harmonize with the feelings and sentiments of the people. Delay in execution has to be avoided; but excessive promptitude would be an evil. Payments have to be enforced in full; but instalments have, not unfrequently, to be granted as a matter of consideration. Sale of property is, of course, authorized by law, and must be resorted to where necessary; but great moderation has to be shown in the use of this means in view to prevent ruin to the poor, and needless disgrace to the rich. Sales must not be made so rigorous as to crush or impair industrial energy, or to induce its emigration.

95. The Civil Courts have to be specially careful in regard to the last mentioned point which mainly concerns the ryots. These have frequent dealings with the soukars, whose exacting tendencies are well known. The Civil Court should take up such a position between the ryot and the soukar as freely to allow benefits to pass, but effectually to arrest mutual injuries. The ryot here can never, as a rule, altogether dispense with the services of the soukar; for the seasons are not so regular, nor are the means of irrigation so extensive as to ensure equability or constancy of production; again, the land tax is in most cases fixed, and absorbs a considerable proportion of the produce; and again, the prices of produce fluctuate, changing the incidence of the tax on the produce from year to year. In other words, while the outturn of the land is necessarily varying, the ryot has to pay a fixed and considerable tax which must come from the land. In other words, again, the exchequer has to draw a constant and continuous stream out of a fitful supply. The soukar by his interposition meets the mechanical necessity of the problem. He is the receiver of the fitful supply and enables the ryot to pay the Sirkar equably. He often performs another useful function, namely, he enables the ryot also to draw from that fitful supply an equable subsistence for himself and family. It is thus to him that both Sirkar and ryot are indebted for equalizing to each their annual receipts from a fluctuating source. He, therefore, fulfils very beneficial duties, and deserves to be conserved as an almost indispensable part of the rural organization. At the same time, we are bound to see that he does not over-ride the interests of the ryots. Let the Civil Courts enable the soukar to recover his just claims from the ryots. But the Courts should not permit the soukar to press the ryots to the point of crushing. This point should be well defined and ever kept in view. No process of the Courts should, without the concurrence of the revenue officers of the Sirkar, deprive the ryot of his land; of his agricultural cattle and implements to the extent necessary for the cultivation of that land; of his cottage; and of food and raiment according to the necessity of himself and family. These should be left to the ryot, and, as a general rule, placed beyond the grasp of the soukar. It should be understood that the first demand on the produce of the land is that on account of the Sirkar tax; the next is that on account of the subsistence of the ryot and his

family; and the last is that on account of the debt due to the soukar. The surplus which may be forthcoming in good seasons after meeting the first two demands may be made available to the soukar for the recovery of his advances made to or for the ryot in bad seasons. This being understood, the soukar will easily limit his advances to the prospects of such recurring surplus, and will not go beyond. This principle of adjustment may be expected to work well and to the advantage of all the parties concerned, provided that the land tax is not so excessive as to trench upon the subsistence of the ryot and the remuneration of the soukar in an average year. As a rule, the principle is not novel in Native States, and has been long in operation more or less. Our new Civil Courts should recognize and respect it, and by no means set it aside. After what I have stated I need hardly say that our Courts should not imprison the ryot on account of debts due to the soukar and consign industrious hands to idleness, unless where the debtor may be fairly presumed to possess the means of payment and to withhold payment from a refractory spirit.

96. The attention of the Verisht Court has been drawn to these topics in view to the necessary action being taken in time. Possibly difficulties might occur in giving full effect to all that has been suggested. If so, the matters will be more fully discussed and decided. No long existing agrarian usage should be set aside, or departed from to any extent, unless after exhaustive consideration and consultation, and after sanction of the Huzoor. Many and extensive interests have arranged themselves around these usages, and a rash innovation might cause serious disturbance.

97. In executing civil decrees against our Sirdars, too, our Courts have need to be mindful of heretofore observed usages. The Sirdars have not been subject to imprisonment or sale of property as a matter of course. Whatever objections might apply in the abstract to such class exemption, the creditors of the class cannot complain of such exemption, because they have been all along aware of the same and have regulated their loans in reference thereto. Payments are best enforced from the Sirdars by deductions from the allowances they draw from the State. The ends of justice are thus gained with the least irritation. Where, however, the Court finds it necessary to go beyond this, reference may be made to the Huzoor which may order attachment and sale of property.

98. In our present stage of development it would decidedly be undesirable to allow the Courts and Cutcherries to be flooded with Vakeels. The admission of Vakeels, therefore, requires to be very carefully controlled, especially in the lower Courts. In the higher Courts, however, a limited number of Native gentlemen of approved character and position and familiar with the Vernacular languages may be allowed to practise, the Judge being at liberty to ascertain facts and circumstances from the parties themselves whenever this is possible, and the Vakeel being generally limited to the duty of showing the effects of those facts and circumstances, or the bearing of the law on the same.

99. Our Courts and those of the neighbouring territories, including British provinces, afford all desirable mutual facilities for procuring

evidence, which is a very great advantage in reference to the intermixture of those territories and their populations.

100. I may offer a general remark or two before concluding this notice of the administration of justice.

101. Under the arrangements introduced for the systematic distribution of justice, arbitrary proceedings which used to be so common, may be said to have already become things of the past. No man is thrown into prison upon an oral order and without legitimate cause. No pains and penalties are inflicted without trial and recorded judgment. No man's property is confiscated without assigning reasons. None but the constituted and responsible authorities of the State exercise the powers of government.

102. By the time the young Maharaja comes of age, the judicial machinery of the State will have been fairly established, and will be working with all desirable ease, accuracy, and expedition. This will enable the Maharaja to save himself the great trouble and the immense responsibility of personally administering justice in any cases. No greater mistake can be committed by a Native Prince than that of personally undertaking judicial functions, for the proper discharge of which special qualifications and long training are required. To such mistake the Native Prince is often impelled by designing persons desirous of wielding power without its responsibilities. It is hoped that the Gaekwars will hereafter always possess sense or education enough to resist the temptation and to abstain from the perilous error. The Sovereign will best consult his ease, dignity, and safety by delegating judicial work to a properly constituted, well-paid, qualified, and upright judiciary, himself interfering with its action as little as possible.

103. *Police.*—We now come to the subject of police; this, too, has generally been a weak point in Native States in modern times. We have been under the necessity of paying early attention to a proper organization, not only from general considerations, but because, unless the police be strengthened and energetically directed, the action of a more precise and more scrupulous administration of criminal justice must inevitably result in increased acquittals, which would encourage offenders and render our improved machinery unpopular and apparently feeble for its ends.

104. The strength of the Baroda City Police was already considerable and sufficient. But a large proportion of the men had been diverted from their legitimate duties. The men generally were not properly distributed. Their discipline was lax; and popular report even imputed to some of them active complicity in offences connected with property. These defects have been gradually remedied. The force is now looked after by a very intelligent and energetic Superintendent. He sends for my personal inspection a daily report of crime, from which I observe very satisfactory progress. One unsatisfactory feature, however, must be admitted. The perpetrators of two or three atrocious or audacious murders, committed some time ago, have not been traced out, though efforts have not been slackened. The police have more than ordinary difficulties to contend with. Many men of Upper India are enlisted in our military force. A proportion

of them are without families, and form temporary connections with a low class of women. Jealousies arise and sometimes lead to murder. The perpetrator instantly leaves the country for his distant home. Pursuit becomes very difficult. Before the man can be caught, we have to produce a *prima facie* case against him to British Magistrates, and it is not always easy to produce such a case before the man is caught and questioned. Sometimes we have to send men to trace out and identify the fugitive. In such circumstances our men have to be furnished with general warrants from the Residency authorities, who, however, do not feel authorized by law to grant such warrants, while we are unable to say beforehand in what particular district or village the fugitive is. However, as each typical difficulty presents itself, we try to devise the best means of overcoming the same.

105. The following Tabular Statement shows the main particulars of the City Police :—

Superior Officers.	Inferior Officers.	Sepoys.	Mounted Police.	Total cost per year, including everything.
6	56	550	20	*Baroda Rupees.* 81,000

106. The Baroda, Nowsari, and Putton Divisions being the largest and most important portions of these dominions, their police has engaged our attention first. A scheme has been prescribed after due consideration, and is being carried into effect. Villages comprising each mahal are grouped under thannas, each thanna being, as nearly as possible, centrically located in reference to the villages in its range. At each thanna there is to be a certain number of police, consisting of footmen and sowars, directed by a responsible officer. All these thannas are to be looked after by a Mahal Police Officer, and the Mahal Police Officers are to be under the orders of a Sub-divisional Officer, and Sub-divisional Officers are to be under the orders of a Police Naib Subah attached to each Subah's Division. The strength, distribution, and direction of the force have been properly provided for.

107. The following Tabular Statement shows the main particulars of this force as laid down in the scheme:—

No.	Division.	Population.	Number of Thannas.	Number of Police Naiu Subahs.	Number of Sir Fouzdars.	Number of Fouzdars.	Number of Naib Fouzdars.	Foot Police.				Mounted Police.					Clerks and miscellaneous employés.	Total.		Cost.				Dress.	Total sanctioned.
								Jemadars.	Havildars.	Sepoys.	Total.	Ressaldars.	Jemadars.	Duffedars.	Sowars.	Total.		Foot.	Mounted.	Pay and allowances of officers.	Pay and allowances of men.	Contingent.	Total.		
																				Rs.	*Rs.*	*Rs.*	*Rs.*	*Rs.*	*Rs.*
1	Baroda ...	656,000	4	2	1	3	11	45	49	133	914	1,096	1	2	7	128	138	28	1,184	138	34,860	1,66,560	1,860	2,03,280	5,188	2,08,468
2	Kadi Patton.	850,000	97	1	3	14	74	65	152	1,338	1,555	1	...	28	179	208	32	1,679	208	59,340	2,26,608	1,389	2,87,337	7,416	2,94,753
3	Nowsari ...	253,000	31	1	2	12	33	11	110	559	680	1	...	17	133	151	30	768	141	34,020	1,05,510	1,200	1,40,730	3,332	1,44,062
	Total ...	1,759,000	170	3	8	37	152	125	395	2,811	3,331	3	2	52	440	497	90	3,631	487	1,28,220	4,98,678	4,449	6,31,347	15,936	6,47,283

108. The organization under this scheme has been in progress under the three Subahs respectively. The progress has not been as rapid as could be desired, owing to more than one cause. The general current work of the Subahs is very heavy, which precludes their uninterrupted attention. The redistribution of the several mahals has been in progress at the same time, and this has to precede the distribution of the police. There has been difficulty or delay in engaging qualified men for the police service in its upper ranks. And lastly, harassing difficulties of detail have been experienced in absorbing into the new police a number of foot and horse already in the service of the State, costing a good deal to the exchequer, but long accustomed to a loose system. These men have been heretofore subject for appointment and dismissal to certain old hereditary officers who are tenacious of their privileges, and who manifest considerable obstructiveness. The men themselves cling to the old system, which afforded them the means of an easy life which they do not wish to exchange for one of active, regular, and responsible service. These Subahs have had to employ much judgment, tact, firmness, and conciliation to carry smoothly into effect the prescribed absorption of these already existing elements. It will probably take six months more to complete the organization, and to bring it to bear fully on the crime of the country.

109. The Putton or the Northern Division is the most troublesome part of these territories, and requires the strongest police. I am glad to be able to state that the Subah of that Division has been fairly successful in preserving peace and order throughout his charge. A military detachment of the regular force has been stationed there to support the police; and though it is about to be reduced, it cannot be wholly recalled for some years yet.

110. The Wagheers in Okhamandal has been effectually kept under restraint by the Assistant Resident with the aid of the force placed at his disposal. An unfavourable season exposed this class of subjects to want and to the consequent temptation to relapse into predatory habits. But relief works were promptly instituted which, though costly to the State, furnished employment and the means of livelihood to the more destitute Wagheers, and contributed to the preservation of peace and order.

111. Attention will be given to the police of the Amreli mahals as soon as time becomes available for the purpose.

112. The village police is also one of the most important subjects for consideration. It too has to await leisure. We have to ascertain what part of the ancient rural organization yet remains so as to offer a sound basis to build and improve upon.

113. *Public Works.*—The old Department of Public Works was found to be so irretrievably bad that it had to be altogether set aside. It absolutely contained no elements, save its name, that could be preserved. That department had contrived to draw enormous amounts from the Treasury, which remain still unadjusted. The accounts have got into great confusion, which is probably not a mere accident. The winding up of these accounts has proved a very troublesome task. It is in progress.

There are heavy liabilities against the old official, who was at the head of that department.

114. There are two Engineers now, who look after public works. One is in charge of the larger and more important of the works, while the other attends to all repairs and minor works. Each Engineer officer has an establishment given him. Mr. Hill, C.E., has already done very creditable work and promises much more. Mr. Bomonjee Sorabjee, L.C.E., has worked hard in clearing off the confusion and corruption which prevailed to a fearful extent.

115. Operations have heretofore been mainly limited to the city of Baroda, where there is abundance of employment for the Engineers. It is intended shortly to have separate and moderate establishments for each division in charge of a Subah, so that useful works may be carried on more extensively and under better professional direction than in the past.

116. The contract system of getting work done is generally preferred to the departmental one, as it is more economical and more simple in many respects. The contractors need, of course, to be constantly watched and directed; and to this end the Engineers have a moderate establishment, which will require to be augmented as the operations increase.

117. The department being but recently started, its affairs have not as yet settled down in a satisfactory manner; many things are done in a rough and ready sort of way. The agency employed, however, being thoroughly reliable, I have every reason to believe that honest work is performed at reasonable cost.

118. The new palace, known as that of Nuzzur Baug, which had made considerable progress in the time of the Ex-Gaekwar, is now very nearly completed. Much work has been done, and the interior of this fine edifice has just been decorated in a highly artistic style. The palace will be shortly occupied by the Maharaja, and will be one of the greatest attractions of the Gaekwar's capital.

119. The Maharaja's school-house, in which the young Gaekwar and his companions are to carry on their education, will be ready for use in a few weeks, and it is hoped that this fine building will always continue faithfully appropriated for the purpose for which it has been designed, and that a long succession of Gaekwars will imbibe within its precincts such wisdom and virtue as guarantee good government.

120. The house built for the residence of the Maharaja's tutor and governor has been already appropriated for its purpose, and is probably the best of its kind at Baroda.

121. The building in which the Dewan's Office is held has undergone considerable improvements by way of adaptation. A large addition to it is taking place. For a considerable time no other office accommodation will be required. I may avail myself of this opportunity to express my hope that the Dewan's office will never be again located in the palace itself and amalgamated with the household establishment of the Maharaja. The time is gone by when the Baroda State could be managed on the narrow principles applicable to a private estate.

122. Some of the main roads in connection with the capital have been reformed and made tolerably good. An altogether new road has

been constructed from the Moti Baug Palace to the English school and the public offices.

123. The extensive improvements to the Soorsaugur Tank, which had been designed and largely advanced in execution during the past *régime*, have been brought to completion, and at this moment this large reservoir is receiving its supply for the first time amid the rejoicings of the city people.

124. Some large public wells situated on the highways, and not far from Baroda, have been finished.

125. The miscellaneous works executed do not admit of detailed enumeration in the limits of this record.

126. The plans and estimates for some large new works are in progress, and in them are included a new jail on modern principles, a new public school, a public garden, Subah's Cutchery, &c.

127. The services of a special Engineer have been applied for in view to investigate possible schemes for the drainage of the city and for supplying the same with pure and abundant water. Difficult problems are here presented, but I hope they will admit of practical solutions. We have to proceed cautiously in view to avoid costly blunders. Hence it is we seek the best professional advice procurable before proceeding to action.

128. We have resolved to seek such advice also in respect of designs for the more important of our future edifices; and I hope we shall be fortunate enough to obtain such advice as we seek. We entertain the strong impression that it is desirable for natives to preserve, and not to discard, whatever of the useful, beautiful, and picturesque there is in the indigenous style of architecture which in the progress of unmeasured centuries has adapted itself to climatic conditions and to the habits and requirements of the sons of the land. The designs of our buildings should be so framed as to combine indigenous elements and characteristics with spaciousness and ventilation, and to accord with local surroundings. A mind liberalized by an extensive study of architecture in its various forms and yet feeling a sincere sympathy for native art and judgment capable of drawing materials from the original monuments of an ancient civilization and yet discriminating enough to produce harmonious combinations for modern purposes, are what we anxiously look for as the proper source of advice.

129. My zeal for the multiplication of metalled roads, which I brought from other Native States, has, I confess, met with a check here; for the making of such roads in these parts is terribly costly from the absence of metal on or near the spot, and from the consequent necessity of bringing the same from great distances. The advantage of a metalled road over an ordinary country track has a certain arithmetical value. Against this must be weighed the cost of making and maintaining the metalled road. This process must be roughly at least gone through in order that the advantage in question may not be too dearly bought. I apprehend there are not many lines of communication in these territories which would stand this test. This has made us pause.

130. I have been considering, in the circumstances, whether cheap light railways would not be the best means of transit in the character of feeders to the main line from Bombay to Ahmedabad. We already have such a light railway from Khurjun to Dubhoi, a distance of 19¾ miles.

131. The financial results of this branch have, however, been exceedingly disappointing, inasmuch as the branch has failed to pay anything approaching even 4 per cent.

132. But there is one consolation. The experiment cannot be considered conclusive. The cost of the Dubhoi branch has been much in excess of what it ought to have been. Again, the development of traffic has been checked by the existing pernicious system of internal duties. And I am given to understand that the Dakore branch in our neighbourhood has begun to pay tolerably well.

133. As we are rectifying the system of internal duties, I am in hopes that the Dubhoi line will yet be found to pay.

134. Learning from the public prints that light and cheap railways have been strenuously recommended for Bengal, I have made myself to some extent acquainted with the cost and other particulars of those projects. I confess that the result is not very encouraging. But possibly we can make cheaper lines here, and therefore offering more favorable prospects of return.

135. In the circumstances noticed it will be perceived that the extension of communications in these territories is a matter of difficulty and perplexity. The country is traversed by natural cart-tracks open through the fair-weather and offering short cuts. The cattle are very fine and cheaply maintained. The ryot must keep cattle for purposes of cultivation, and such cattle become available for draft with scarcely any extra charge. The cost of transit is thus already low, and it is an anxious question if it could be further reduced by means of metalled roads or light railways, which are so costly. At any rate, rash or precipitate action must be avoided.

136. *City improvements.*—The city of Baroda has undergone discernible improvement. The principal roads have been repaired ; the drains are kept in better order; some of the main streets are well lighted ; they are also well watered during the hot months. Altogether the capital of the Gaekwar bears a better appearance, though much yet remains to be done. The credit of this belongs to Mr. Dinshaw A. Teleyarkhan.

137. In reference to the requirements of the city, a new and increased scale of expenditure has been sanctioned. The ordinary annual expenditure for conservancy will be about one lakh and thirty thousand rupees. About sixty thousand rupees have in addition been allotted for building privies, for purchasing carts, and such other purposes. For some time at least, if not permanently, a sum of two lakhs of rupees per annum must be spent on the city in view to make a proper impression, excluding of course any extraordinary outlay in connection with a general system of drainage and water-supply.

138. The existing arrangements for putting out fires require to be strengthened, and this will necessitate an additional outlay, which will be incurred before the return of the next hot season.

139. While there are many good houses in the city, the majority are very flimsy, probably because skilled labor and building material have been too heavily taxed. Some of these taxes have been already removed or lightened, and others will be similarly dealt with shortly. Some substantial houses have begun to be built, which may partly be due to what has been done in this direction.

140. The city is evidently pressing on its bounds, and shows an expansive tendency which ought not to be checked. It is in contemplation to make circumjacent Sirkar land available for building sites.

141. The city has been regularly surveyed, and a correct map of the same has been framed on a large scale. A few copies will be printed for the use of the different departments connected with the improvements in progress.

142. The Subahs of the respective divisions have also been paying some attention to the improvement of the towns which are their head-quarters.

143. *Education.*—In noticing the subject of education, the topic which presents itself foremost is the education of His Highness the young Gaekwar. His Highness is about 12 or 13 years of age, and is endowed by nature with more than average intelligence and with a healthy constitution. He is characterized by activity and cheerfulness, combined with modesty, dignity, and self-possession. His easy manners and appropriate demeanour evoked gratifying remarks from His Excellency the Viceroy as well as His Royal Highness the Prince of Wales at Bombay on the occasion of the late grand gathering.

144. The education and general training of the young Maharaja are progressing under the careful and conscientious direction of Mr. F. A. H. Elliot. He attends school every day regularly, and devotes six or seven hours to study. He is learning Mahrattee and English. With him are associated on an equal footing less than a dozen boys, in view to secure the advantages of emulation. Physical education is also largely attended to out of school hours. Considering the short time the educational arrangements have been working, the Maharaja's progress is exceedingly creditable and is full of promise. He already reads and writes his own vernacular tolerably well, remembering that he was an utter stranger to letters until lately. He is just beginning to speak English. He has already distinguished himself as a capital rider, some of his equestrian performances eliciting expressions of admiration from European witnesses.

145. Her Highness the Maharanee Jumnabai deserves great credit for feeling every possible anxiety for the improvement of the Maharaja, and for affording facilities in respect of his education, such as are probably not surpassed in any other Native State. It is a most

fortunate circumstance that Her Highness is a lady of strong and cultivated intellect, and as such is able to appreciate and promote the training of the future Ruler of Baroda.

146. Mr. Melvill, both personally and as Representative of the British Government, also takes a most lively interest in the progress of the Maharaja, whom he often meets both in and out of study.

147. In short, it is difficult to say what more could be done than has been done, in view to prepare the youth for the high destiny which awaits him. Time alone is required to effect what is aimed at. And there is every prospect of our best hopes being, under the blessing of the Almighty, realized in the course of the next four or five years.

148. Passing from the education of the Maharaja to that of the subject population, we have to notice the English school at Baroda, which is the most important of our educational agencies. It is upon this seminary that we have to rely largely for the future supply of that intellect and virtue which constitute the normal demand of the State in respect of its healthy maintenance and development. Closely linked as are the fortunes of this Principality with those of the power paramount in India, it is obviously essential that considerable familiarity with the English language and considerable knowledge of the English order of ideas should be found in the Councils of the Maharaja. What is required is that the ruling body should be always placed above low and pestiferous influences, and brought in contact with the healthy breezes of a higher and wider public opinion.

149. It is therefore highly necessary to raise the status of this central institution. We have provided a better staff of teachers, though I regret the departure of the lately appointed Principal, Mr. Pope, M.A., for a higher appointment in Bengal. We have provided better furniture. We purpose to give it a far better school-house. The higher classes are encouraged to send their children to this school. No trouble or expense will be spared to elevate this institution.

150. As Mr. Pope has left us, it is intended to bring out a proper successor from England under an agreement rendering service for a certain term obligatory. I take this opportunity to express my hope that His Highness' government will always prefer to appoint a qualified European for the post of Principal, for English is best taught by an Englishman.

151. It would not, of course, suffice to put the school on an efficient footing. The Sirkar should not only feel but actively manifest a lively interest in the advancement of the scholars, by employing, as opportunities offer, the best of them, in the public service. Howsoever the love of knowledge for its own sake may be preached, the best stimulus to education is given at least at the outset, by letting those concerned see that knowledge opens the avenues to power, honor, distinction, and a comfortable position in life. It is the duty of every member of the administration to bear this in mind in the dispensation of patronage.

152. According to the enhanced scale sanctioned, the yearly cost of the Baroda High School is Baroda Rupees 21,228, which is still moderate, and which will have to be increased as the advance of the

pupils enables us to raise the standard of the school. Before very long the Principal will require a European Assistant.

The number of boys studying is upwards of 200.

The present standard is that of the matriculation of the Bombay University.

The yearly amount of school fees is Rupees 720.

153. It has been announced that we are prepared to grant scholarships, on certain conditions of future service or refund, to matriculated students, being Baroda subjects, who may wish to prosecute their studies to higher standards, whether at Bombay or Poona, which are the seats of superior collegiate institutions, and which are not far from Baroda by railway. This is a supplemental means of importing enlightenment in these territories.

154. There is a number, though very limited, of European and Eurasian children at Baroda growing up in ignorance from want of the means of education. A special master and mistress have been engaged, and have just arrived to take charge of such children. It is hoped that this boon will be as eagerly availed of as it has been sought.

155. The want of a good library and reading room is about to be at once supplied.

156. English education is not at present much in demand at the out-stations. As a little knowledge of English seems to be particularly a dangerous thing, it would be needless to establish English schools out in the country in anticipation of an effective demand based on a determination on the part of the heads of families to keep their children at school from five to seven years. There is, however, an Anglo-Vernacular School at the town of Petlad and another at Amreli, which will not only be maintained but improved as soon as possible. There are one or two private schools in the Nowsari Division, which have sought grants-in-aid from the State. The necessary enquiries are being made. As the town of Nowsari contains a considerable Parsee population, I have no doubt that some assistance under appropriate conditions will be fruitful of good.

157. What is required for the out-stations are Vernacular schools in numbers sufficient to bring ordinary useful education within easy reach of the masses. I would, as a general rule, lay down a course of studies which would not take longer than three years to finish. It should necessarily comprise Reading, Writing, Elementary Grammar, Arithmetic, General Geography, and Outlines of the History of India and of Baroda. I would add what might perhaps appear to some rather singular, namely, something of crimes and their punishments. I am strongly of opinion that the outlines of the penal law should be regularly taught instead of the State doing nothing in this direction but conveniently presuming without reservation that everybody knows that law, and cannot plead ignorance of it in bar or mitigation of punishment. Such presumption is an admitted legal fiction, which may do little mischief in advanced communities, but which must not be too much pressed in a community generally illiterate, and unaccustomed to rigid laws and unaccustomed to their rigid application. My strong conviction is that the early teaching in schools of the penal law would as much

prevent offences as actual punishments do. Combine the efficacy of early warning to youth with that of actual punishments and, I think, the result would be very beneficial. Indeed, I find it difficult to understand how it is that even in the higher schools our youths are assiduously taught the relations which lines bear to each other and angles bear to each other, but are scarcely taught the relations which men bear to each other!

158. I would also add to the curriculum a tract on general morality, and also one explaining the general conditions of individual and of collective health, the main object being to prepare the youth to become a useful member of the community and to start him in the world with some knowledge of the means of preserving his own health, of preserving the health of his neighbours, of abstaining from offences, and of promoting the general well-being. Persevering efforts on these bases will, I am sanguine, be amply rewarded in time. We have only to remember what marvellous command over mind and action was acquired by those who originally moulded Hindoo society. By teaching their principles in the village and in the city, in the cottage and in the palace, they were able to secure a willing and even obsequious obedience to rules which in many respects ran intensely counter to nature, and which embraced almost every act through the whole range of life. The task before the modern world is really less difficult. We have only to secure a general conformity to rules calculated to permit the largest possible play to natural instincts, consistent with the general welfare.

159. With such appreciation of the importance of popular education we are anxious to employ our best exertions to promote the same to the extent of our resources. Some Vernacular schools already existed, but a larger and more comprehensive programme has now been started. The budget sanctioned, and which is being worked up to, is indicated below:—

	ANNUAL AMOUNT. *Baroda Rupees.*
Direction	10,860
Inspection	4,080
Training College	14,100
Instruction	49,776
Contingencies	2,700
School-houses	10,000
School of Industry	6,492
Reserved for more new schools	1,988
Total ...	99,996

160. To the above must be added a system of grants-in-aid such as would enable us to have a tolerably good school in every village of any magnitude throughout these dominions. It is then only that we can expect to make as extensive an impression as is desirable.

161. Nor are the grown-up people to be altogether neglected. It is in contemplation to employ itinerant lecturers, who should visit the centres of population and diffuse some knowledge of the benefits of vaccination, of the importance of pure air and water, of sanitary requirements in general, of the precautions to be taken in connexion with cholera, and

of other kindred subjects. The jail itself is to be included in the sphere of these operations. Those who are suffering incarceration will, I hope, soon have some occasional lectures intended to revive or strengthen tutelary motives.

162. *Medical Agency.*—Nothing more practically brings home to the people the benefits of good government than proper medical institutions properly organized and distributed. There is evidently much of disease and pain which at present go unrelieved, but which might and ought to be relieved. This branch of public duty has not been overlooked, though I regret we have not been as yet able to take action at all commensurate with our wishes.

163. There is sufficient work here to require the undivided devotion of a superior Medical Officer. Application has, therefore, been made to the Government of India for the services of such an officer. The development of the Medical Department is awaiting his arrival, which is not likely to be much delayed.

164. The State Hospital at Baroda under the superintendence of the Residency Surgeon has worked well in the circumstances. Dr. Atkins states that it was well attended, which of course must be taken in a comparative sense.

The daily average of in-patients was 16.

The daily average of out-patients was 72.

The total expenditure was nearly Rupees 12,000.

165. The prevalence of cholera required extraordinary measures, which were taken with a fair amount of success. The proportion of victims to this dire disease cannot but continue high so long as the drainage and the water-supply of the densely populated city continue not materially improved. What is contemplated for the improvement of these has been already stated. The neglect of cleanliness on the part of the people is another cause of the prevalence of cholera. In many an ill-ventilated house, men, women, and children live together with horses, bullocks, and goats in a dim dungeon light.

166. A trained Midwife has been got from Bombay, and is making herself gradually useful to the sex.

167. A private dispensary, lately opened in the midst of the city, has been granted some aid from the Sirkar by way of encouragement.

168. Proper medical attendance has been provided for the Central Jail. Formerly Native Doctors used to treat the prisoners in a very imperfect manner, the consequence of which was that the death-rate was high. The marked improvement in mortality, which has followed the change, testifies to its beneficial character.

169. The annual cost of vaccination, as it at present stands, is about Rupees 8,000. The total number vaccinated was nearly 40,000. The percentage of success was 93½. The Vaccinators have worked with increased zeal, and they have been subjected to a more stringent supervision.

170. As has been already stated, the re-organization and extension of the Medical Department are at hand. The State is prepared to greatly

increase its grants in this direction. The Baroda Raj has long prided itself on being generally designated "Dhurmraj" or the dominion of charity. Its maxim is that no man shall, within its precincts, die of hunger. Humane citizens extend their sympathies even to the lower animals. What, then, can better befit such a State than to resolve that no man shall die from want of proper medical aid? It may be difficult to carry out such a resolve in its literal amplitude and completeness, but the principle may be gradually approached. Reflection shows that it is even a greater charity to relieve the sick than to feed the hungry. Hunger does not overtake a man suddenly, whereas sickness does. The hungry can seek employment, but the sick are helpless and prostrate.

171. *Palace.*—The Khangee or the Royal household is another very costly department. The expenditure in it ought to have, but has not had, defined limits. It has, therefore, varied through a wide range, and furnished a tolerably correct measure of the frugality or prodigality of the Ruler for the time being. In the Ex-Maharaja's time this department largely contributed to the derangement of the finances.

172. It need not, therefore, be stated that, under the new *régime*, economy has been largely applied to the palace expenditure. Under any circumstances, retrenchments were imperatively needed, and the minority of the Chief has greatly favored our efforts in this direction. These efforts have received the cordial support of the Maharanee Jumnabai's excellent temper and judgment.

173. It is not that we have reduced disbursements in an unrestrained or unbending spirit; on the contrary, we have proceeded with great moderation and discrimination. We have paid deference to long-established usages; we have respected old traditions and feelings; we have tolerated even what appear to us to be positive abuses, seeing that they have existed through the rule of successive Maharajas with their approval or acquiescence, which indicates that those abuses have not been regarded as such by popular sentiment. We have been tender to vested interests, so as to avoid sudden privation or hardship to individuals and families.

174. A few items may be glanced at by way of illustration of the spirit which has actuated us. We have made few or no purchases of jewelry. There being a large stock at the palace, the accumulation of a succession of years, we could practise this abstinence without the slightest inconvenience. Again, lavish presents to favorites and flatterers have been greatly restrained. So again, waste and misappropriation have been prevented. Needless hands in various sub-departments of the palace have been reduced by finding them employment elsewhere. In the large establishments of singers, dancers, musicians, and athletes, vacancies are not filled up unless on good grounds, and so on. The net result of these economical efforts cannot at present be stated with any exactitude, but it amounts to a saving of ten lakhs at least, compared with the expenditure of the last year of the Ex-Gaekwar's rule.

175. From the knowledge I have had the means of gaining of the past state of things, I feel sure that there was not the least anxiety anywhere to restrain the khangee expenditure, but on the contrary, there was, I strongly suspect, an organized effort by interested and designing

parties to run it up as high as possible, reckless of the ruinous consequences entailed on the State. The Maharaja was himself prodigal, and did not calculate the effects of his expenditure, but the people about him appear to have taken advantage of his inaptitude for business to serve their own selfish ends and to enrich themselves before there came the crash which they more or less anticipated. Deplorable confusion was the inevitable result, from which it must take time to rescue the department.

176. The plan in progress is this. The palace expenditure is to be divided into appropriate minor heads. Each head is to be carefully investigated, and a scale of expenditure fixed for the same. The scale thus fixed is not to be enforced immediately in all its integrity, but is to be kept in view and steadily approached as opportunities offer facilities.

177. There is a vast amount of jewelry and other valuable property at the palace, which is being taken care of by the Khangee Kamdar under the orders of Her Highness the Maharanee. The Kamdar appears sufficiently qualified to sustain this highly responsible charge. In the interests of all parties concerned, stock is being regularly taken of all these things by a Committee. Several copies are made of the inventories as they are prepared. One copy is for Her Highness, one for the Kamdar for record in the Palace Dufter, one for the Huzoor Cutcherry, and one for being deposited at the Residency for future reference. The Committee includes Rao Bahadoor Gajanand Vithal on the part of the Agent to the Governor-General.

178. When this process of taking stock is concluded, which it will be, I am informed, in two or three months more, further work will remain. The stock as actually found will have to be carefully compared with the past accounts; and the difference, if any, will have to be determined. Enquiries will have to be made how such difference has arisen.

179. I am of opinion that until the Maharaja attains his age, if not thereafter also, the palace jewelry, &c., should undergo a periodical examination by a special Committee. Her Highness the Maharanee will, doubtless, think this course highly desirable, and direct its adoption.

180. It has occurred to me that it may serve useful purposes to take and keep photographs of the more valuable jewels. Under each photograph a short description may be entered. This plan will be tried.

181. Some flagrant attempts to convert into private property jewels which had been simply given from the palace for use have been firmly resisted. It need not be stated that what is here referred to is connected with the past *régime*.

182. The palace Kamdar used to have the administrative management of some Sirkar villages, an arrangement liable to grave objections. This has now been done away with.

183. The routine of the palace goes on as usual. Durbars, processions, ceremonies, and festivities go on according to custom, and the people take part in these with as much alacrity as ever.

184. *Revenue.*—Having noticed the more important branches of expenditure, we will now pass under review the more important sources of revenue. The foremost of these is land.

185. *Land.*—The old Hindoo theory was, and consequently that of most modern Native States has continued to be, that the State is the proprietor of the soil. Making allowance for some exceptions, such has been the theory of the Baroda State also. In this sense the State has the right to levy on Sirkar land, not merely a tax, but full rent, the right being limited by considerations of long-established usage and of general good policy. In the exercise of such right, villages and districts used to be farmed out to the highest bidder.

186. The system of farming was congenial to Native Rulers. It brought them large sums of money to feed their extravagance, while it relieved them of the manifold trouble of detailed management. It was agreeable also to those Ministers who were chosen from motives of favoritism and with little regard to administrative merit. It was likewise agreeable to the farming class, which included some of the most wealthy and influential members of the local community, inasmuch as it served to enable them to augment their wealth and influence. With such powerful interests acting in favor of the farming system, the system naturally acquired a strong hold. A body of farmers collected the land revenue in almost any manner they liked, periodically poured large sums into the Treasury, and left the Ruler at leisure to enjoy every kind of pleasure, and the Ministers, if so disposed, to indulge every kind of intrigue.

187. It was the great body of ryots that suffered by the system. They were to all intents and purposes little better than tenants-at-will. They were little better than laborers whose wages were minimized by competition, but the interests of the ryots, as a rule, weighed not much more than those of the cattle employed in the cultivation of land.

188. Not that all farmers of revenue were equally rapacious and equally indifferent to the welfare of the ryots. When a respectable farmer got a really long lease and expected to have it renewed to him from time to time, it became his interest to protect the ryots on whom his own collections depended. But, even in such a favorable instance, the protection afforded to the ryot was no more than what accorded with the self-interest of one individual. Again, such favorable instances were rare and exceptional.

189. Baroda was long under the evils of the farming system. A body of farmers was let loose on the country with little check or supervision. An independent agency to administer civil and penal justice would have been intolerably inconvenient to those whose express mission was to extract the largest revenue possible. Accordingly, the money extractor was himself the depository of judicial authority. In short, the revenue farmer went forth armed with little less than sovereign powers, and the Sovereign conferred honors and privileges on the farmer in proportion as he increased his payments into the Treasury.

190. It need not, therefore, be wondered that the land assessment has been excessively high in these territories, and that a great variety of taxes and cesses have been imposed. These evils were aggravated by a considerable decline in the prices of agricultural produce.

191. The farming system has latterly been mostly done away with, and the land assessment has been considerably lowered. Neither of these great measures has been an easy one.

192. A mahal or district, heretofore managed by a farmer, is brought under direct Sirkar administration. We have to deal with a chaos, and to deal with a chaos amid darkness. The farmers' accounts are not often available, and where available, they are not often reliable. Even where the accounts of the former are both available and reliable, we cannot adopt his rude and irregular methods, but have to follow something like sound and consistent principles. The revenue collection cannot be stopped or long delayed, but, before proceeding to collection, we should know what the extent of land is, what the extent and tenure of each holding is, what its paying capacity, and so on. There is no time to institute a regular survey and assessment. Rough and ready expedients have to be resorted to in view to obtain approximate data to go upon. Every promptitude has to be used, but every precaution has to be taken to avoid gross errors. To grapple with such difficulties, more than ordinary ability is required in local officials, but officials up to requirements are not to be easily had. Notwithstanding all this, we have made progress, which is not unsatisfactory.

193. The process of summary reduction of the land assessment has been completed. As a general rule, the maximum rate of reduction was 25 per cent. In many instances reduction was less than this ratio, and in some instances it has ranged beyond. In effecting reduction in the case of each village, we have been guided by the general condition of the ryots as the effect of the previous rates, by the aspect of the land as testifying to its capacity, and by the results of local enquiry by reliable officials. For instance, where a village showed evident signs of decline, where ryots had begun to emigrate, where land once cultivated had been relinquished, where large balances had accumulated from inability to pay, there the reduction was made more liberal than in villages otherwise situated.

194. The net result of this reduction cannot as yet be accurately determined, because there has not been sufficient time since the completion of the process to complete the accounts. Approximately, however, the reduction may be estimated to amount to 12 lakhs per annum.

195. That this abatement in the demand of the State has afforded substantial relief to the ryots may be inferred from evidence which not unfrequently presents itself. In the first place, there is greater general contentment among the ryots. Then, the revenues are more easily collected. Then, again, deserted or arable land is being gradually taken up. Lastly, occupied land is acquiring value, and is an object of greater desire and competition than before.

196. I wished, if possible, to take advantage of these reductions of the land tax to get rid of what struck me as an anomaly and which has long existed here. The point underwent careful consideration, but the result was that we decided upon taking no action. What I am alluding to is this. The land assessment varies according to the cultivating capacity of certain communities. In other words, the class to which the cultivator belongs is a factor in the calculation of the assessment, other conditions of the land being the same, the Koli, for instance pays less than the Koonbee.

197. This distinction is not peculiar to Baroda. More or less, and in one form or another, such distinction existed in some parts of British

India also, but it was there suppressed when the assessment underwent revision. In other parts, I am informed, the distinction still exists. The origin of the distinction is clear enough. The Koonbee is a more skilful and industrious cultivator and produces a larger crop on a given land than the Koli. The consequence is that the Koonbee can afford to pay an assessment which would crush the Koli.

198. The Kolis, having become long accustomed to this difference in their favor, and not having improved in their power of extracting wealth from the land, would have keenly felt the abolition of the privilege. It was felt to be undesirable to run the risk of causing discontent in an ignorant and excitable class, and hence no action has been taken to change the system. Nor is it at all clear that any change is desirable or possible at any time. Evidently, however, it is the general interest of society that land should be made to yield the utmost. In view to the gradual promotion of this object consistently with existing circumstances, it has been arranged that when land is granted afresh by the Sirkar, whether waste or deserted, the object should be kept in view.

199. Our land tax, even after the summary reduction, stands higher than that in the neighbouring British districts. Our ryots, however, have probably the benefit of some compensation. Perhaps our lands are of superior quality. Our ryots possibly raise more paying crops. Probably our ryots have more of rent-free land intermixed with fully taxed land. It is not unlikely that the actual area cultivated by our ryots is under-estimated for fiscal purposes; in other words, they have more land in their possession than is supposed. Be the compensation what it may, our ryots, it is reported, are not apparently worse off for the greater incidence of the land tax.

200. Besides the summary reduction of the land tax, other advantages have accrued to our ryots. They have been freed from the guddee nuzranah, which was so much the subject of complaint. They have been freed from the undefined exactions of izardars or farmers, and also from those of unscrupulous Sirkar officers.

201. It is necessary to state here that the summary revision of the assessment, as above alluded to, has not extended to our territories in Kattiawar. In the Amreli districts, the primitive system of dividing the actual produce between the Sirkar and the ryot still prevails, a system which certainly possesses some considerable advantages, but which, regarded as a whole, is impeachable on many grounds. It must give way to a better system.

202. The idea of making a regular scientific survey and assessment of lands has, for the present, been abandoned for sufficient political reasons. It need only be remembered how many years elapsed before such an extensive operation was undertaken in British provinces. But the operation cannot be very long delayed. Without a regular survey and assessment, considerable inexactitude must characterize the land revenue administration.

203. I would propose as a preliminary that a few typical villages in the neighbourhood of the capital should be regularly surveyed and assessed. Every detail connected with the process should be arranged or supervised by the Huzoor Office itself. The knowledge and experience

thus gained may be applied on a larger scale when the process is extended to the whole of the territories or to large portions of the same.

204. The farming system being given up, what has been substituted for it is the ryotwary system, which is probably the most beneficial to the ryots. The ryot has to pay a fixed assessment direct to the Sirkar, and, so long as he pays that assessment, the Sirkar will not oust him from the land. It is the best system from almost every point of view. But the Sirkar will do well ever to remember that the ryotwary system is one of detailed management on a vast scale that it requires constant activity, vigilance, and intelligence to sustain it; that it demands a carefully selected agency to work it successfully; and that it is sure to fall into disorder if the Maharaja ever yields to favoritism or zenana influences in making appointments. It is desirable to record these conditions at this early stage in view to their being remembered and conformed to. Indeed, when a Native State derives a regular revenue under ryotwary administration, it gives a decisive proof of good government.

205. In continuation of the narrative of reforms effected, I must notice a class of villages which, according to long existing practice, have been assessed in a lump sum without going into their details. This practice has been continued by us. But the lump sum leviable used to be fixed from year to year, the Sirkar demanding more and more, and the villages resisting the same. Needless difficulties and contentions thus annually recurred, to which we have put an end for the present by fixing the demand for a specified term of years.

206. The kistbundy or revenue instalments have been re-adjusted so as to better suit the convenience of the ryots.

207. Irregular coercive processes for enforcing the payment of the land revenue have been strictly interdicted, and regular processes have been prescribed, which I believe are generally respected.

208. The administrative divisions of the country were very irregular. Some talooks were too small, while others were too large and unwieldy. Again very curiously, some villages administratively belonging to one talook were geographically situated within other talooks. It has been resolved, therefore, to recast the talooks, and the scheme prepared has been introduced.

209. The opportunity is taken to amalgamate with the general administration a number of villages known as khangee and doomala, and which lie isolated and scattered in the northern, central, and southern divisions. These villages had been segregated from the several talooks in which they are situated, and placed under the management of officers whose head-quarters were at Baroda. It was a most inconvenient arrangement which caused abuses, conflicts, and embarrassments without any real advantage.

210. It appears desirable, however, to keep a durable register of the khangee villages thus absorbed, because they would seem to constitute property in some way distinguished from the Raj in general. If it should ever become necessary or desirable to provide a distinct arrangement for the khangee villages, the register would show their value.

and an equivalent might be allotted in one convenient block or ring fence, in preference to estates dispersed all over the territories.

211. The administrative apportionment of the territories stands as follows:—

4 Divisions, each presided over by a Subah.
10 Sub-divisions, each presided over by a Naib Subah.
31 Talooks or mahals, each presided over by a Wahiwatdar or Tehsildar.

All these head officers are provided with fair, and in some instances, liberal salaries, and have sufficient establishments under each. The whole organization entails a considerable addition to the expenditure, which is unavoidable. It should be remembered that, under the farming system, revenue alone was aimed at, and everything was left to the farmers. Now, on the other hand, the aim is higher and more extensive, and embraces good government as well as revenue. The additional cost, however, may be fairly expected to be in time recouped to the State in increased receipts as the result of more careful and more honest management. Experience justifies this confident anticipation of reimbursement. And the honor and security which accrue to the State from the happiness and contentment of its subjects must ever be a priceless gain.

212. There is a great deal of land in these territories, which is rent-free or almost rent-free. Under the lax management of years many abuses and frauds, no doubt, exist in this direction. A methodical and comprehensive scrutiny and disposal must await leisure and further progress in the settlement of the country. We have not, however, postponed the application of correctives to the excessive alienations made in the *régime* immediately preceding the present.

213. A great variety of questions connected with the land-revenue administration have presented themselves for enquiry, consideration, and disposal. The more pressing ones have received attention, but the rest must be hereafter dealt with, the fact being that the heavy work of the summary revision of the assessment left but little spare time. It is obviously impossible to compress in the limits of one year the work of several years.

214. *Customs.*—Customs duties have yielded a considerable proportion of the public revenue, but the system of management, judged by modern standards, is open to grave objections. The country abounds with Nakah Stations, at each of which goods are liable to be stopped and examined, and subjected to some impost or other. The same goods have to pass several of these Nakahs. The longer the distance goods have to pass, the greater is the number of levies on the same. It is supposed that the levies are made according to prescribed tariffs; but, inasmuch as the duties are farmed out and the farmer is not subject to proper supervision, great irregularities doubtless prevail. The farmer of the customs often does whatever he likes in view to augment his own gains. The development of trade thus suffers much. It is only because the people have never known a better state of things, that they silently submit to these evils.

215. Remedial measures are highly necessary, but we have to make our way through a multitude of difficulties. In the first place, a large revenue is involved, which we cannot afford to surrender. In the next, we have no accurate information as to the component parts of the revenue paid in by any customs' farmer, to enable us to judge which part should be retained, which should be modified, and which should be given up. We cannot ascertain the incidence of the taxes levied by the farmer in view to decide upon some other but less objectionable mode of levying the revenue. In short, we are in this department confronted with the greatest perplexity and confusion imaginable.

216. Not having had time amid so many pressing demands of business to unravel the deep mysteries of the customs, we have hitherto been under the necessity of permitting the state of things to continue. But it is clear that action cannot be long postponed. We have taken up for immediate treatment the block of country between the rivers Nerbudda and Myhe, a block, which embraces one of the richest and most populous regions of the Gaekwar dominions. After laborious and careful consideration we have just framed a complete scheme for the emancipation of trade to a considerable extent in this block. It provides for the greatest possible simplification of the system. The goods to be subjected to duty are comprised in a short list. The goods are to be subject to a moderate duty on import or export, all internal Nakahs being swept away except at a few of the more important towns, wherein municipal duties have to be levied. These are the main features of the project, and it would be impossible in the limits of this record to state more than the main features. The scheme has been submitted to good judges, who all concur in thinking that it is a great improvement which will produce substantial benefits. But such benefits are seldom very cheaply secured. In the present instance we have to make an annual sacrifice of revenue to the extent of more than one lakh and a half of rupees. We are prepared to incur this, in view to promote the circulation of wealth, which, to a State, is like the circulation of blood in the living body.

217. The scheme for the central block will be at once adopted, and the remaining parts of the country will be successively dealt with, though it is clear the same scheme will not answer for all parts. Each part has its own peculiar conditions, and requires a distinct arrangement.

218. *Abkaree, &c.*—The sale of country liquors is another source of revenue, managed on a system analogous to that in British India. Finding that the farmers of this revenue had been invested with penal power liable to inevitable abuse, we have divested them of the same. This will, of course, have the effect of lowering our receipts, but the interests of good government are promoted.

219. Opium, too, contributes to the general revenue in more than one shape. I have not had time to investigate the subject sufficiently, but am in hopes of being able to tax the drug higher for purposes of internal consumption, though the facilities for smuggling existing on all sides must greatly limit our action in this respect.

220. *Stamps.*—Stamps yield a moderate revenue, which will require revision. There are reasons why this revenue, when revised, should

diminish, but there are also reasons why it should increase. It is difficult at this stage to forecast the net effect, though I hope that it will be on the right side.

221. *Forests.*—Some revenue accrues from our forests, but, as a rule, the goose laying golden eggs is in danger of being killed. I feel no doubt that indiscriminate felling has been going on quite unchecked during a series of years. Steps have been taken in view to the appointment of a special agency to conserve our resources in this respect. It is obvious that success in limiting the felling so as not to exceed the recuperative powers of nature will rather reduce the present revenue, though it will place it on a far surer footing in time to come.

222. *Tributes.*—The tributes due to the Gaekwar from certain States and Zemindars in Guzerat and Kattiawar continue to be paid in instalments. The accounts of these seem to be in a state of confusion so far as the Sirkar records are concerned, and will be put into shape as soon as certain statements asked for from the Residency are furnished. In apparently so simple a matter there ought to be no difficulty, but some complications would appear to have arisen from attempts made by, or in behalf of, the paying parties to adjust in the tributes certain claims arising out of totally different transactions.

223. *Mint.*—Our Mint is largely availed of by the soucars dealing in silver, and yields a revenue worth separate notice. I confess I have not been very glad to see the activity of this institution, as it is only instrumental in multiplying or diffusing the evils of a rude and imperfect currency. As a metallic medium of exchange the Baroda rupee fails to fulfil completely several desirable ends. The subject has been investigated and has been treated of in detail in a separate memorandum, which will be brought forward at the proper time. Suffice it to state here briefly that two alternatives lie before us. We should either improve our coinage by importing the requisite machinery and skill, or get our currency manufactured at the British Indian Mints. The former is quite within our reach, but I would prefer the latter for several reasons, one of which is the opportunity thereby afforded to bring about a fixed relationship between our currency and that of British India, calculated to promote great facilities for commercial transactions.

224. *Miscellaneous.*—A vast number and variety of minor imposts yield in the aggregate a considerable revenue to the State, and attest the ingenuity or rapacity of successive administrations, and especially of the revenue farmers employed by them. These imposts need to be carefully scrutinized in view to decide upon their future; and in this view information is being collected from the various local authorities. I hope that in the next Administration Report we shall be able to present a long list of useless or mischievous taxes abolished. It cannot be said, however, that we have made no progress at all in this direction, for we have already got rid of some objectionable taxes which casually provoked decisive action.

225. For the sake of a paltry revenue, there was only one man authorized to sell sugar-cane in the city. He who had the monopoly, imposed what restrictions he liked upon others who wished to sell the article. This monopoly has been abolished, and orders have been issued

to abolish others of the kind. Similarly the tax on milk and other minor articles has been taken off.

226. A heavy tax on carpenters and masons employed in the city has been likewise given up.

227. Green vegetables of all sorts brought into the city for sale were subject to some very uncertain and vexatious duties. Such vegetables had necessarily to be brought to market every day, and this aggravated the evils of the tax. The tax was of course farmed out, and the farmer levied contributions which varied according to the description of vegetables, the place whence they came, the spot where they were sold, the persons who brought them for sale, and such other elements. These revenue farmers follow a complicated political economy of their own. The vexatious tax has been surrendered to the great relief of a numerous and poor class of selling men and women, as well as of the general consumers.

228. The Sirkar has to enter into yearly contracts for an extensive supply of grass and fuel. To secure these articles cheaply, the contractor was allowed some privileges of a most vexatious character. For instance, he was at liberty to seize any grass or fuel which was brought for private sale, and to pay for the same at rates below the market value. What he did not thus seize had to pay him arbitrary imposts. All these evils have been swept away, and the supply for the Sirkar has been placed on the footing of common fairness.

229. These reforms have caused a loss of about Rupees 30,000 per annum, but they have caused a gain to the community amounting to probably six times that sum. This good work will be steadily continued.

230. *Finances.*—I will now offer a few remarks on the topic of the Baroda finances in general.

231. These seem to have been, as a rule, managed in a very indifferent manner, and they suffered from a variety of causes. The farmers of the several sources of revenue acted without many scruples and made enormous gains. The public servants in general were venal and selfish, favoured the revenue farmers and enriched themselves in every possible way. The party most concerned in the good management of the finances, namely, the Gaekwar, was often himself one of the foremost contributories to disorder or mismanagement. He cared little about the public receipts and disbursements, provided he could live in the most lavish style, exercise an unlimited command over the Treasury, and shower gifts on his friends and favorites. He received nuzzeranas, which were in effect bribes, from farmers and functionaries, and favoured the givers against the interests of the public revenue. Every lakh thus received probably cost the State three or four, or more lakhs. Instances could be pointed out, in which jewellers offered a large nuzzerana in view to induce the Gaekwar to over-value the jewels purchased for the palace! Then, again, smaller nuzzeranas were received by the friends and relatives of the Gaekwar with the same damaging effect on the public finances. Then, again, there was a system of what is little different from concealment practised in view to disguise from the Sovereign the real state of pecuniary affairs, lest the idea

of economy should ever enter his mind. Grants of revenue were made to individuals in the shape of villages assigned, and this kind of charge passed out of view, inasmuch as it did away with cash payments from the Treasury. Where cash grants were conferred, they were not in one lump so as to be distinctly visible in all their magnitude. Some grants were in the name of the chief individual, some in the names of his sons, brothers, and other relatives. The grants themselves were cut up into several items, such as salary, pension, wurshasun, assami, palki allowance, elephant allowance, &c. &c. The payments were not made from one Treasury, but were widely distributed through numerous mahals and departments, so that the aggregate might not be perceptible. Nor were the payments made at stated periods. When an assamidar (holder of a cash allowance) died, the fact was not always made known, but his allowances were, not unfrequently, continued to his son without any reduction. Where the death was a matter of notoriety and came to the knowledge of the Maharaja, he often levied a nuzzerana, and for that consideration continued to the sons the lapsed allowances of the deceased father. No accounts were prepared so as to show in one view the income and expenditure of the State, and much less was any comparison instituted between the income and expenditure of one year with those of another. To describe the culmination of the state of things adequately, we must borrow the forcible language of Edmund Burke, and say that it was "an Exchequer wherein extortion was the assessor, fraud the cashier, confusion the accountant, concealment the reporter, and oblivion the remembrancer." It is desirable thus to reveal the truth in all its nakedness for the edification of the growing Gaekwar.

232. To rectify so much that is out of order is a work of time, but is a work not left uncommenced. I will here indicate the broad bases with reference to which progress is being made, bases which may seem elementary, but which it is nevertheless essential to keep constantly in sight, inasmuch as the greatest evils arise from neglect or forgetfulness of simple fundamental principles. The bases are as follow:—

(1.) To simplify and purify the taxation of the country, and so to fix it that it may last unaltered for a good period of years.

(2.) To fix scales of expenditure for several departments of the State, so that the limits thus imposed may continue unchanged, also for a considerable term of years.

(3.) To insure in ordinary years a fair surplus over expenditure, so that the surplus may accumulate and be available in bad seasons, or be available to meet extraordinary demands.

233. I beg to be permitted to dwell a little on these several topics.

234. As for the revenue of the State, the land revenue is the largest and steadiest of the items. It will be placed upon a sound footing. But it is well known that it is not sufficiently elastic. At any rate, it does not increase commensurately with the increase of population and wealth.

235. It is highly necessary to have in the fiscal system some sources of revenue which will enable the State to fairly share in the prosperity of the country. This is necessary in all countries, but is especially so in Native States, in order that the Maharaja may feel a substantial interest in promoting the prosperity of his Raj. And I need not observe that it is far better to rely on the Maharaja's actual interest in this respect than on his enlightened benevolence or philanthropy, the one being a far steadier force than the other. Moreover, the demands of improving administration are necessarily of a growing character, and the land revenue cannot be expected to meet such growing demands. Therefore some kind of customs ought, I think, to continue to form a part of the system of our taxation.

236. The existing vexatious and complicated internal duties should, indeed, go; but I would not do away with all means of taxing goods exported or imported. In support of this opinion I have stated some reasons.

237. Again, there is a great extent of land in these territories, which is wholly or partially rent-free. These lands have heretofore been made to contribute indirectly to the Exchequer by subjecting their produce to duties. Unless we retain the means of levying some duties on such produce, we should be quite needlessly favoring such lands at the expense of the general population.

238. Moreover, our people are quite averse to direct taxation, and therefore we should be careful to conserve unobjectionable sources of indirect taxation. Export and import duties are such.

239. To proceed, I would not too hastily abolish or reduce the existing miscellaneous imposts. They should be each carefully examined, and, while bad ones are given up, good ones must be retained with any modifications which may be found necessary. I would check the tendency to condemn a tax simply because it does not exist in the neighbouring provinces. It would be easy, indeed, to give up tax after tax and to acquire some temporary popularity, but it should be remembered that it would be unwise to give up a tax unobjectionable in itself and easily borne by a people long accustomed to it, and to feel at some future time the necessity of reviving the same, or, what would be far worse, of devising an altogether new tax.

240. It seems to have been the practice for farmers of revenue and for officials of the State desiring to display their zeal, to put on new taxes at their own discretion. Orders have now been issued strictly interdicting such a pernicious practice.

241. We are most anxious, and we hope to be able to carry on the administration without adding a rupee to the public burdens; on the contrary, we have already largely reduced taxation. We shall incur no debts; on the contrary, we are paying off past liabilities.

242. As regards expenditure, I have already indicated our procedure. When the limits of expenditure in each branch are fixed, I hope the habit will arise of referring to those limits constantly, so as to prevent transgression. Such a habit seems to have been unknown in the past. A jeweller brought and exhibited a lot of new ornaments

worth lakhs of rupees, and the Maharaja forthwith ordered their purchase without a thought of the state of the expenditure. A new favorite had to be gratified, and the Maharaja forthwith ordered all sorts of allowances to be conferred without a thought as to whether any allowances were vacant and available for the purpose. Similarly, when a candidate came recommended from some influential quarter, he was instantly provided with a lucrative office when there was no vacancy whatever. The wholesome habit I have been speaking of—the habit of restraint—the habit of reference and deference to appointed limits, eminently characterizes the present rulers of Indore and Travancore, who have set a wise example in this respect, worthy of imitation by all Native rulers.

243. The scale of expenditure to be fixed for each disbursing department should be rather liberal, representing the maximum. The actual expenditure should be kept as much below this standard as circumstances may permit, so that a margin may be left in reference to fluctuations in the revenue. This margin may be largest in the Public Works Department, as this expenditure admits of much contraction or expansion to adjust the variations in the receipts.

244. When the reforms in progress are completed, the Gaekwar will not find it difficult to keep the finances from ever falling into disorder. He will have to hold his Ministry responsible (1) that the receipts of the State do not, without satisfactory explanation, fall short of the usual average; (2) that the expenditure of each department does not exceed the established limits; (3) that there is always at the Central Treasury a working balance of at least twenty lakhs; and (4) that there is a reserve balance at interest of, say, 75 lakhs. In enforcing these few primary conditions of financial safety—conditions which cannot be difficult of comprehension in a State of such moderate dimensions as Baroda—the Maharaja will have every sincere aid from the British Resident, who has the right to keep himself acquainted with the financial condition of the State.

245. Before concluding these remarks on expenditure, I beg to state that there are many payments which have been heretofore made yearly, but which ought to be made monthly or at least quarterly. We are arranging for the change, which will, I feel certain, prove beneficial in many respects, for instance, it will benefit the payees, who will not be obliged to borrow money at interest; it will save the trouble of looking after large and needless accumulations in the Treasury; it will prevent such accumulations in the Treasury as give a fallacious sign of prosperity and as afford a temptation to extravagance; it will bring money into circulation instead of lying idle in the Treasury.

246. The finances should be so regulated that in an average year there may be a surplus of not less than, say, six lakhs. These surpluses should go on accumulating until a reserve of 75 lakhs is reached. With such a handsome reserve to fall back upon in times of financial difficulty resulting from adverse seasons, the State will always be safe, and free from anxiety. Most of our revenue is directly or indirectly derived from land. The yield of the land depends upon the rains, for we have no irrigation works to make us independent of the rains. Thus one year of serious failure of the rains would be ruinous to the State unless the State has the prudence to maintain the reserve referred to. The reserve

will also be of use to enable the State to recover from grave embarrassments into which it might be plunged by the folly of any particularly bad Ruler, for the history of Native States shows that such phenomena are recurrent, though it is to be hoped that they will become increasingly rare. The State should be able to survive the shock of such a possible contingency.

247. The reserve I propose should not be kept idle in the palace, but should be invested in British Indian securities, so as both to be quite safe, and to yield interest which will itself be a substantial addition to the current revenue. At 4 per cent. 75 lakhs will yield an interest of 3 lakhs, which is equal to the revenue of one talook. While the funds are thus made safe and productive, they can be realized in times of emergency.

248. Any surplus beyond the reserve proposed may be applied to useful public works, to the extension of useful agencies, or to the reduction of taxation.

249. Towards such views generally has our progress been made to converge. On a rough calculation our future revenue will, I think, be 110 lakhs, and our future expenditure 105 lakhs. The reserve we have already invested in British securities amounts to 65 lakhs.* To carry on the current expenditure, and also to meet the remainder of past liabilities, we have a cash balance at the Central Treasury of upwards of 50 lakhs.

* NOTE.—This includes the 40 lakhs of currency notes recovered by Sir Lewis Pelly.

250. These few but significant results must be gratifying to the well-wishers of this State, the condition of which was, in the year before last, officially reported to be "hopelessly insolvent."

251. The accounts of receipts and expenditure pertaining to the present administration are not yet sufficiently in shape to enable me to enter into details. All monetary transactions have, of course, been correctly recorded from day to day. But to collect the items from the various treasuries, to distribute them under appropriate heads, and to present the results in one clear view for the very first time, constitute a task not easy of accomplishment in the time which has been available. The Account Department in respect of such work is yet very imperfect, besides which, in the exigencies of the darkness and confusion we have had to wade through, we have made lots of advances to parties claiming payment on various accounts without finally settling these accounts. These advances, as a rule, are unadvisable, and are calculated to embarrass accounts, but circumstances left us no alternative. Until these advances are properly adjusted, the results cannot come out clearly and precisely. Similarly, large payments have been made from the district treasuries, which payments have yet to be adjusted, and so on. It is hoped that the Account Department will be brought into tolerably good order before the time comes for the next Report.

252. I may, however, generally state that the revenues have been pretty fairly collected in the circumstances. The receipts were swelled by the collection of some arrears of land revenue, by the recovery of balances held by various Native firms on account of the State, by the fines levied from some members of the Ex-Gaekwar's cabinet,

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and by certain windfalls. On the other hand, the expenditure was swelled by payments on various accounts, such as the present Maharaja's adoption and installation, His Highness' trip to Bombay, the arrears due on different past accounts, the allowances of the Ex-Gaekwar, those settled on the present Maharaja's relatives and on those of the Maharanee Jumnabai, and so on.

253. *Concluding remarks.*—This review must now be brought to a close. Somewhat lengthy as it is, it scarcely gives a full idea of the earnest work done and of the principles which have guided the workers. Nor is it possible to recount all the difficulties and distractions amid which we have had to steer. The extent to which our patience and judgment have been taxed must probably remain imperfectly known, and it is not for us to say how exclusively and strenuously our time and attention have been devoted to our duties. We must be content to be judged by results, such as they are, and such as they promise to be.

254. *Acknowledgments.*—For those results we are greatly indebted to the generous confidence and support vouchsafed to us by the Government of India, and also by their Representative at this Court. Our obligations in this respect it would be impossible to exaggerate.

255. We have derived, too, every possible encouragement from the cordial approval of our principles and proceedings by Her Highness the Maharanee Jumnabai, whose intelligence, sagacity, and goodness would do honor to any Native Prince or Princess.

256. Turning my attention to the officers associated with me in the administration, I must here affirm what I have always felt, that it is a real pleasure and a real privilege to work with such a body, a body which furnishes as much ability, experience, devotion and probity as are to be found in any State in India.